



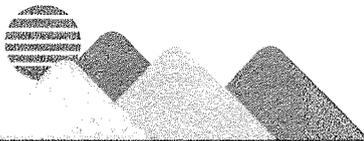
**Three-Year Update**  
to the  
**Ten-Year Solid Waste Management Plan**

for

**Madison County, North Carolina**  
including the Towns of Hot Springs,  
Mars Hill, and Marshall

**June 30, 2006 through June 30, 2016**

Prepared with the assistance of



Land-of-Sky Regional Council

STATE OF NORTH CAROLINA

RESOLUTION

COUNTY OF MADISON

WHEREAS, it is a priority of this County to protect human health and the environment through safe and effective management of municipal solid waste; and

WHEREAS, population growth, increased costs for operating resources, and other factors require strategic management planning and systems implantation for municipal solid waste; and

WHEREAS, equitable and efficient delivery of solid waste management services is an essential characteristic of the local solid waste management system; and

WHEREAS, the reduction of the amount and toxicity of the local waste stream is a goal of this County; and

WHEREAS, it is a goal of the County to maintain and improve its physical appearance and to reduce the adverse effects of illegal disposal and littering; and

WHEREAS, the State of North Carolina has placed planning responsibility on local government for the management of solid waste; and

WHEREAS, North Carolina General Statute 130A-309.09A(b) requires each unit of local government, either individually or in cooperation with other units of local government, to update the Ten Year Comprehensive Solid Waste Management Plan at least every three years; and

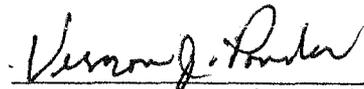
WHEREAS, the Madison County Solid Waste Department, in cooperation with the Towns of Marshall, Mars Hill and Hot Springs and the Land of the Sky Regional Council, have undertaken and completed a long-range planning effort to evaluate the appropriate technologies and strategies available to manage solid waste effectively.

WHEREFORE, the Madison County Board of Commissioners does hereby adopt the attached Ten Year Comprehensive Solid Waste Management Plan.

This the 10<sup>th</sup> day of July, 2006.

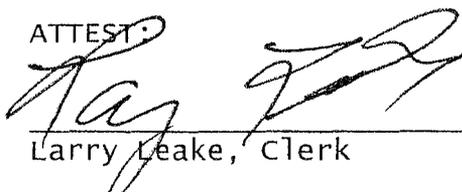
MADISON COUNTY

By:



Vernon J. Ponder, Chairman  
Board of Commissioners

ATTEST:

  
Larry Leake, Clerk

**RESOLUTION ACCEPTING AND ENDORSING THE SOLID WASTE  
MANAGEMENT PLAN OF 2006 FOR  
MADISON COUNTY, MARSHALL, MARS HILL, & HOT SPRINGS, NORTH CAROLINA**

WHEREAS, it is a priority of this community to protect human health and the environment through safe and effective management of municipal solid waste;

WHEREAS, population growth, increased costs for operating resources, and other factors require strategic management planning and systems implantation for municipal solid waste;

WHEREAS, equitable and efficient delivery of solid waste management services is an essential characteristic of the local solid waste management system;

WHEREAS, the reduction of the amount and toxicity of the local waste stream is a goal of this community;

WHEREAS, it is a goal of the community to maintain and improve its physical appearance and to reduce the adverse effects of illegal disposal and littering;

WHEREAS, involvement and education of the citizenry is critical to the establishment of an effective local solid waste program;

WHEREAS, the State of North Carolina has placed planning responsibility on local government for the management of solid waste;

WHEREAS, NC General Statute 130A-309.09A(b) requires each unit of local government, either individually or in cooperation with other units of local government, to update the Ten Year Comprehensive Solid Waste Management Plan at least every three years;

WHEREAS, the Madison County Solid Waste Department, in cooperation with the Towns of Marshall, Mars Hill, Hot Springs and the Land-of-Sky Regional Council have undertaken and completed a long-range planning effort to evaluate the appropriate technologies and strategies available to manage solid waste effectively;

NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BOARD OF

Town of Hot Springs:

That Madison County's 2006 Ten Year Comprehensive Solid Waste Management Plan is accepted and endorsed and placed on file with Clerk to the Board on this day, 11<sup>th</sup> September 2006.

*Mark Sulson* Mayor

ATTEST:

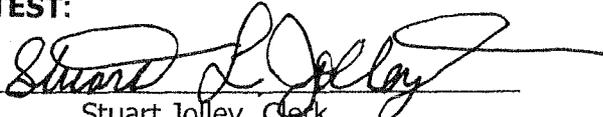
*Lillian Whitten*

**RESOLUTION ACCEPTING AND ENDORSING THE  
SOLID WASTE MANAGEMENT PLAN OF 2006  
FOR MADISON COUNTY, MARSHALL, MARS HILL & HOT SPRINGS, NC**

- WHEREAS**, it is a priority of this community to protect human health and the environment through safe and effective management of municipal solid waste; and
- WHEREAS**, population growth, increased costs for operating resources, and other factors require strategic management planning and system implantation for municipal solid waste; and
- WHEREAS**, equitable and efficient delivery of solid waste management services is an essential characteristic of the local solid waste management system; and
- WHEREAS**, the reduction of the amount and toxicity of the local waste stream is a goal of this community; and
- WHEREAS**, it is a goal of the community to maintain and improve its physical appearance and to reduce the adverse effects of illegal disposal and littering; and
- WHEREAS**, involvement and education of the citizenry is critical to the establishment of an effective local solid waste program; and
- WHEREAS**, the State of North Carolina has placed planning responsibility on local government for the management of solid waste; and
- WHEREAS**, the NC General Statute 130A-309.09A(b) requires each unit of local government, either individually or in cooperation with other units of local government, to update the Ten Year Comprehensive Solid Waste Management Plan at least every three years; and
- WHEREAS**, the Madison County Solid Waste Department, in cooperation with the Towns of Marshall, Mars Hill, Hot Springs and the Land-of-Sky Regional Council have undertaken and completed a long-range planning effort to evaluate the appropriate technologies and strategies available to manage solid waste effectively;

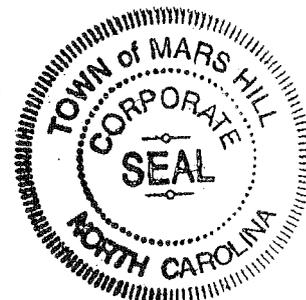
**NOW, THEREFORE, BE IT RESOLVED** by the Governing Board of the Town of Mars Hill that Madison County's 2006 Ten Year Comprehensive Solid Waste Management plan is accepted and endorsed and place on file with the Clerk to the Board on this 20 day of July, 2006.

**ATTEST:**

  
Stuart Jolley, Clerk

  
John L. Chandler, Mayor

(TOWN SEAL)



RESOLUTION ACCEPTING AND ENDORSING THE SOLID WASTE

MANAGEMENT PLAN OF 2006 FOR

MADISON COUNTY, MARSHALL, MARS HILL, & HOT SPRINGS, NORTH CAROLINA

WHEREAS, it is a priority of this community to protect human health and the environment through safe and effective management of municipal solid waste;

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WHEREAS, NC General Statute 130A-309.09A(b) requires each unit of local government, either individually or in cooperation with other units of local government, to update the Ten Year Comprehensive Solid Waste Management Plan at least every three years;

WHEREAS, the Madison County Solid Waste Department, in cooperation with the Towns of Marshall, Mars Hill, Hot Springs and the Land-of-Sky Regional Council have undertaken and completed a long-range planning effort to evaluate the appropriate technologies and strategies available to manage solid waste effectively;

NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BOARD OF

~~the Town of Marshall NC~~

That Madison County's 2006 Ten Year Comprehensive Solid Waste Management Plan accepted and endorsed and placed on file with Clerk to the Board on this day, July 17 2006.

WITNESSETH:

Kristie Griffin  
Kristie Griffin, Town Clerk

Dean Eastman  
Dean Eastman, Mayor

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**APPENDIX F – PLANNING ELEMENTS SHEET**

**APPENDIX G – EMERGENCY PREPAREDNESS PLAN**

## EXECUTIVE SUMMARY

This plan embodies a good faith effort on the part of Madison County to achieve its waste reduction and other goals. The plan was prepared in accordance with North Carolina General Assembly General Statute 130A-309.09A(b) *Local government solid waste responsibilities*, and the State comprehensive solid waste management plan for the purpose of meeting local solid waste needs and protecting public health and the environment.

This plan was created through a concerted effort by the County's Solid Waste Department, Municipal leaders and Land-of-Sky Regional Council staff specializing in Integrated Solid Waste Management. It is a working plan that will be utilized by the County to move forward with solid waste and waste reduction management programs in the coming years. There are many important components to this plan that will guide these changes, and this Executive Summary outlines the most critical findings and components.

Most importantly, the plan notes that Madison County is experiencing population growth that is expected to exceed state estimates. The resulting increase in solid waste and recycling must be properly managed. This will place increased demand on the budgets of County and Municipal Solid Waste Programs. Additionally, increased costs in resources (fuel, equipment, maintenance, etc.) will also impact future budgetary needs.

Through the planning process, it has been determined that the best opportunity to control costs and meet the stated goals of this plan is through increased waste diversion, recycling and programmatic efficiency. The most important of the plan's recommendations include:

- Creating an incentive program for increased recycling by residents. The plan calls for the County to donate a percentage of revenue made from the sale of certain recycled materials to the local school system;
- Creating a new public information campaign to encourage increased use of recycling programs;
- Diverting clean wood waste and appropriate inert debris from the waste stream to be ground and used as mulch, boiler fuel, and/or compost;
- Increasing collection program uniformity, equity and efficiency;
- Increasing public convenience of recycling programs;
- Creating a Solid Waste Advisory Committee to ensure informed governance, management and public involvement in this plan's implementation and to ensure County and Municipal programs are operating at optimum levels.

This short list represents only a portion of this plan's intended actions. The plan contains much relevant information for the public and officials to meet the needs of the future. This plan should be reviewed in its entirety for a thorough understanding of these needs, current programs and future plans.

## INTRODUCTION

This plan embodies a good faith effort on the part of Madison County to achieve its waste reduction and other goals. The plan was prepared in accordance with North Carolina General Assembly General Statute 130A-309.09A(b) *Local government solid waste responsibilities*, and the State comprehensive solid waste management plan for the purpose of meeting local solid waste needs and protecting public health and the environment.

Originally prepared in June 1997, the plan has been updated using a process that included meetings between various County stakeholders and Land-of-Sky Regional Council.

Through implementation of this comprehensive solid waste management plan and the plan updates that will follow every three years, the Madison County planning area provides for the management of solid waste and its reduction through June 30, 2016. The planning area includes Madison County and the Municipalities of Hot Springs, Mars Hill, and Marshall.

The process began in February 2006 with a review of the pertinent data. It continued with meetings and discussions through June 2006. A public meeting was held at the Madison County Offices on June 14, 2006, at 9:00–11:00 a.m. Representatives from the County, Marshall and Mars Hill, as well as Solid Waste Management Staff, were present. There were no public attendees and no comments. The product of these activities is presented in the plan. This update has been designed to meet the solid waste reduction goals and other needs.

Madison County's solid waste management must respond to some formidable challenges over the next three years. While anticipating population growth, the county must open new landfill cells and efficiently allocate financial resources. As these challenges are encountered, the purpose of the plan will be to provide attainable goals for improving solid waste management.

The goals can be categorized into five areas:

1. Provide everyone in the community with waste disposal capacity, waste collection services, and waste reduction opportunities.
2. Increase efficiency and cost-effectiveness of the solid waste program.
3. Meet the established local waste reduction goals.
4. Decrease improper waste disposal.
5. Protect public health and the environment.

The County recognizes its ultimate goal is to protect public health and the environment; and it is only by meeting the first four goals that this fifth goal will be reached.

## 1.0 GEOGRAPHIC AND SOLID WASTE STREAM EVALUATION

### 1.1 Geographic Area and Population

This solid waste management plan covers Madison County and its three incorporated Municipalities: Hot Springs, Mars Hill, and Marshall. The majority of the County's residents live in unincorporated areas.

Madison is one of four counties in the Asheville Metro Area, where the growth rate tops the overall national pace. According to the Asheville Metro Business Research Center, using recently released U.S. Census Bureau data, Madison County is ranked 41 among all NC counties for population growth. The County moved up 12 places since 2001, making it the second fast-growing county in the Asheville Metro Area. Buncombe, the bordering metro area county, is the seventh largest county in the state. Madison also moved up in that ranking to become the 80<sup>th</sup> largest county in the state. In-migration is driving the growth.

Madison County anticipates a spike in population growth during the next three years, and an increase in growth over the next 10 years at a rate higher than the state's estimate of 8.6% over 10 years (less than 1% annually). County officials estimate that the population will grow by about 1000 people per year during the next three years, and by another 3000 by 2016 — 5% annually through July 2009, and about 2.5% annually from July 2009 to July 2016. (See Table 1.)

**Table 1. Population Estimates, April 2000 through July 2016**

MUNICIPALITIES & COUNTY	Revised Apr 2000	Certified July 2004	State Est. July 2006	Staff Est. July 2009	Staff Est. July 2016
Hot Springs	645	658	678	777	876
Mars Hill	1,764	1,904	1,936	2,118	2,388
Marshall	840	846	883	1,012	1,141
Madison County – unincorporated areas	16,386	16,796	17,040	19,630	22,132
<b>TOTAL</b>	<b>19,635</b>	<b>20,204</b>	<b>20,537</b>	<b>23,537</b>	<b>26,537</b>

Source: State Demographics, <http://demog.state.nc.us>, and staff estimates

Indicators of actual and anticipated growth include new and proposed housing developments and apartment complexes, commercial development, migration from more populated counties in the Asheville Metro Area, increase in college enrollment, and seasonal influx and tourism. Interstate 26, which officially opened on August 5, 2003 through the eastern portion of the County, has spurred some additional development along the Interstate corridor.

Ryan Cody, Madison County Zoning Administrator, foresees the spike and continued increase in population growth. He cites a 20-25% increase in building permits issued from summer 2002 to 2005, from about 200 to 350 over the three-year period. He has seen a steady increase in single family building permits, and a slight increase in manufacturing building permits. He said Madison County is seeing an overflow of residents from neighboring Buncombe County. At least 10 new housing developments have begun in Madison County since 2004.

The Town Administrator of Mars Hill and the Mayor of Marshall confirm that the Municipalities are committing infrastructure for the increased residential and commercial development. In addition, Mars Hill College administrators expect enrollment to increase by 200 students, about 20%, during the next two years.

### 1.2 Solid Waste Facilities

Madison County provides 10 convenience centers for residents to drop off municipal solid waste (MSW) and recyclables. Tires are accepted from individuals at nine of the centers and from commercial establishments at the landfill. Lead-acid batteries are accepted at the landfill and occasionally are left at the convenience centers. All of the Municipalities offer curbside waste pickup. Mars Hill currently offers curbside recyclable pickup. Waste and recyclables collected by the Municipalities are processed and disposed by the County.

Madison County owns property on Craig Rudisill Road outside the Town of Marshall that serves as the facilities and operations center for the Solid Waste Department. The property is over 350 acres in size and is permitted for various and appropriate solid waste operations with the State of North Carolina's Department of Environment and Natural Resources Division of Solid Waste Management. The property contains the Solid Waste Department offices, a scale house, a public drop center, a closed Subtitle D landfill cell, an operating construction and demolition landfill cell, a waste transfer station, a materials processing facility, an equipment maintenance facility, a fueling station, and more. An equipment list has been attached to this plan describing the department's assets.

### 1.3 Waste Stream Evaluation

In this plan, residential waste refers to waste generated by households (individual and multi-family dwellings). The term non-residential waste refers to waste generated from commercial, industrial, and institutional activities. Construction and demolition (C&D) waste is generated from construction activities and is separated from non-residential waste in this plan, because it is typically disposed in a separate cell.

Madison County and its Municipalities disposed of approximately 18,738 tons of waste in FY 2005-06 compared to 14,808 tons in FY 2001-02. An estimate of the waste disposed by sector is shown in Table 2. These calculations are based on estimates made by County Solid Waste staff.

**Table 2. Estimated Waste Disposed by Sector, FYs 2001-02 and 2005-06**

TYPE OF WASTE	2001-02		2005-06	
	TONS	% OF WASTE STREAM	TONS	% OF WASTE STREAM
Residential	7,700	52	6,809	36
Non-residential	2,369	16	2,876	16
Construction and Demolition	4,739	32	9,053	48
<b>TOTAL</b>	<b>14,808</b>	<b>100</b>	<b>18,738</b>	<b>100</b>

Source: Annual Report and staff estimates

The volume of land clearing and inert debris (LCID) disposed is included in the C&D volume. The County estimates that it disposed of approximately 3,259 tons of LCID in 2005-06. The large increase in C&D volume shown for 2005-06 is due to flood damage from two hurricanes in 2004. State laws restrict the disposal of dirt from some construction projects; as a result, all debris from the hurricanes was taken to the landfill. NCDOT also began taking materials to the landfill.

The percentages of different constituents found in the residential waste stream are estimates. The County does not have a study of its own residential waste. Therefore, Table 3 is derived from the NC DPPEA *Quick Waste Stream Analysis*. This analysis shows that the most prevalent materials in the residential waste stream are paper, organics, plastic, and glass. Using the 6,809 tons of residential waste that Madison County estimated was disposed in FY 2005-06, the amounts of different materials in the local waste stream can be calculated, as shown in Table 3.

**Table 3. Estimate of Residential Waste Composition, FYs 2001-02 and 2005-06**

MATERIAL	2001-02		2005-06	
	% OF WASTE STREAM	ESTIMATED TONS DISPOSED	% OF WASTE STREAM	ESTIMATED TONS DISPOSED
Paper	29	2,233	29	1,975
Cardboard	19.1	1,470	19.1	1,300
Plastics	7.5	578	7.5	511
Yard Waste	1.0	77	1.0	68
Food Waste	29.1	2,241	29.1	1,980
Textiles	3.9	300	3.9	266
Glass	6.3	485	6.3	429
Ferrous Metal	1.7	131	1.7	116
Non-ferrous Metal	0.1	8	0.1	7
Miscellaneous	2.3	177	2.3	157
<b>TOTAL</b>	<b>100</b>	<b>7,700</b>	<b>100</b>	<b>6,809</b>

Source: Staff estimates, *Quick Waste Stream Analysis*

An examination of the major types of commercial and industrial firms that dispose waste in the County can help to estimate the composition of non-residential waste. Table 4 on the next page lists the major businesses and institutions with corresponding waste tonnage estimates and the primary waste materials disposed. The most common non-residential materials disposed are paper, wood, corrugated cardboard, cloth, food waste, and plastics. Wood is the largest component of the C&D waste stream.

**Table 4. Non-residential Waste Generators and Tons, FYs 2001-02 and 2005-06**  
*Includes MSW, C&D and LCID*

	2001-02	2005-06	
<b>SOURCES</b>	<b>TONS</b>	<b>TONS</b>	<b>MAJOR MATERIALS</b>
Kenpak	190	11*	Plastics
Dynamic Systems	21	No figures*	Plastics and general waste
Madison Manufacturing	36	3*	Pallets, wood waste
Willis Brothers	14	No figures*	C&D
Wolf Laurel Ski Resort	37	7*	Food, general waste, C&D
Animal Shelter	14	24	General waste, animal waste
Lane English	12	4	C&D
Microswitch	136	106*	C&D, general waste
French Broad EMC	6	5	C&D, general waste
Fogle Builders	87	40	C&D
NC Dept. of Transportation	754	3,079*	C&D, general waste
Mars Hill College	38	9	paper, food waste, C&D
Madison County Schools	297	19*	paper, food waste, C&D
Other/Construction	196	268	C&D, general waste
<b>SUBTOTAL</b>	<b>1,838</b>	<b>3,575</b>	

*\* Decreases or "no figures" in 2005-06 indicate the waste generators were using commercial haulers, using a residential disposal card, or downsizing. The increase from the NC Dept. of Transportation was due to hurricanes and state regulations mentioned previously. No figures are assumed to equal "0".*

**Table 4a. Non-Residential Waste Haulers and Tons, FYs 2001-02 and 2005-06**

	2001-02	2005-06	
<b>SOURCES</b>	<b>TONS</b>	<b>TONS</b>	<b>MAJOR MATERIALS</b>
GDS	500	2,072	C&D, General Waste
Waste Management	14	No figures	General Waste
Wyatt Waste	246	20*	C&D, General Waste
Griffen Waste	No figures	71	C&D, General Waste
Consolidated Waste	No figures	159	C&D, General Waste
<b>SUBTOTAL</b>	<b>760</b>	<b>2,322</b>	

*\* Wyatt Waste decreased business.*

<b>TOTALS</b>	<b>2001-02</b>	<b>2005-06</b>
<b>Non-Residential Waste Tons</b> (inclusive of C&D)	<b>2,598</b>	<b>5,897</b>

*Source: Staff estimates*

## 2.0 LOCAL WASTE REDUCTION GOALS

Madison County previously established a local goal of 19% waste reduction per capita to be reached by FY 2000-01, and further goals of 23.5% reduction by FY 2005-06 and 30% by FY 2009-10. The County now realizes that these goals were unreasonable due to the strength of the economy and the lack of waste reduction incentives and Solid Waste Department resources. In FY 2001-02, Madison County's disposal rate rose to .75 tons per capita, a 10% increase from the baseline year. In FY 2005-06, the rate rose to .91 tons per capita, a 34% increase from the baseline year.

Madison County and Municipalities expect the disposal rate to peak this year. By setting new reduction goals and implementing action steps, the County will gradually begin to decrease the disposal rate. Realistic, achievable goals must be based on the anticipated spike and continued increase in population above the level projected by the state.

Therefore, the County and Municipalities propose the following new goals: A 5% reduction in the disposal rate for FY 2008-09 and a 10% reduction for FY 2015-16 on a per capita basis compared to the current year (2005-06). The reductions will begin to be evident by 2008-09, with the disposal rate falling to .86 tons. By 2015-16, the disposal rate should be about .82 tons per capita. The waste reduction goals can be converted from percents to tons diverted by examining population estimates and past waste disposal figures. Baseline disposal tons, actual disposal tons, and projections based on the new goals are shown in Table 5.

**Table 5. Waste and Population Estimates and Projections**

YEAR	POPULATION	WASTE DISPOSAL	PER CAPITA DISPOSAL RATE	Percent increase or decrease
FY 1991-92 baseline	17,325	11,676 Tons	0.68 Tons	
FY 2001-02 actual	19,818	14,808 Tons	0.75 Tons	10% increase from baseline
YEAR	PROJECTED POPULATION	PROJECTED WASTE DISPOSAL		
FY 2005-06	20,537 (state estimate)	18,738	0.91 Tons	34% increase from baseline
FY 2008-09	23,537 (staff estimate)	20,348	0.86 Tons	26% increase from baseline; 5% decrease from 2005-06
FY 2015-16	26,537 (staff estimate)	21,734	0.82 Tons	20% increase from baseline; 10% decrease from 2005-06

Sources: State Demographics, <http://demog.state.nc.us>, Madison County Annual Solid Waste Report and staff estimates

**Table 5a. Percent of the Waste Stream Per Capita Targeted for Reduction**

Year	Reduction
2005-06	0
2008-09	5%
2015-16	10%

To meet the local goals of a 5% reduction in the waste stream for FY 2008-09, and 10% for FY 2015-16 on a per capita basis (from 2005-06), Madison County must target its disposal to 20,348 tons and 21,734 tons, respectively (see Table 6).

**Table 6. Targeted Waste Reductions, FYs 2001-02 through 2015-16**

	A	B	C	D
CALCULATIONS	FY 2001-02 Actual	FY 2005-06 Est.	FY 2008-09 Project.	FY 2015-16 Project.
1. Baseline year per capita disposal rate	.68	0.68	0.68	0.68
2. <b>Targeted</b> per capita disposal rate	.75	.91	.86	.82
3. Population projections	19,818	20,537	23,537	26,537
4. Calculation of tonnage for disposal at baseline rate ( <i>Line 1 x Line 3</i> )	13,476	13,965	16,005	18,045
5. <b>Projected</b> annual tonnage for disposal at <b>targeted</b> per capita disposal rate ( <i>Line 2 x Line 3</i> )	14,808	18,738 (rounded)	20,348 (rounded)	21,734 (rounded)
6. Projected annual tonnage change ( <b>new disposal</b> ) from 2005-06 ( <i>subtract Line 5B from 5C, and 5B from 5D</i> )	1,332	0	1,610	2,996
7. Projected tonnage for disposal if there were <b>no change</b> from 2005-06, compared to change at <b>targeted</b> rate	No change		21,419	24,149
	Targeted change		20,348	21,734
8. <b>Projected tonnage for recycling/waste reduction</b> ( <i>the difference between the "no change" and "targeted change" figures in 7C and 7D</i> )			<b>1,071</b>	<b>2,415</b>

Sources: Staff estimates

### 3.0 MEETING THE WASTE REDUCTION GOALS

This plan is designed to reduce Madison County's waste disposal by 1,071 tons in FY 2008-09 and 2,390 tons in FY 2015-16 (a 5% and 10% reduction per capita compared to 2005-06). To do this, Madison County will target the types of waste generated as shown in Table 7. How these wastes will be targeted is addressed below. More detailed description of specific waste reduction activities planned appears in Part 5.0.

**Table 7. Approximate Waste Reduction by Sector, FYs 2008-09 and 2015-16**

WASTE TYPE	TARGETED TONS TO REDUCE IN FY 2008-09	TARGETED TONS TO REDUCE IN FY 2015-16
Residential	386	869
Non-residential	171	386
C&D	514	1,135
<b>GOAL</b>	<b>1,071</b>	<b>2,390</b>

Source: Staff estimates based on Table 2 (keeping percentages of 36% residential; 16% nonresidential; 48% C&D)

### 3.1 Residential Waste

This plan targets a reduction of 386 tons in FY 2008-09 and 869 tons in FY 2015-16 for residential sector waste. Table 8 summarizes the residential waste reduction methods to be used to meet the local goals. School and community education are listed later in this section because they are expected to affect each of the other waste reduction methods listed. Specific activities planned are explained in Section 5.0.

**Table 8. Targeted Residential Waste Reduction, FYs 2008-09 and 2015-16**

REDUCTION METHOD	TARGETED MATERIALS	EST. TONS FY 2008-09	EST. TONS FY 2015-16
Source Reduction	Paper and plastics	10	15
Recycling	Paper, cardboard, glass, plastic, metals	306	717
Reuse	Household goods (paint, durable goods)	4	5
Composting* (back yard)	Household organics (food waste, yard waste)	6	20
Mulching	LCID, yard waste, pallets	50	100
Special Wastes	Used oil, antifreeze, lead-acid batteries	10	12
<b>TOTAL</b>		<b>386</b>	<b>869</b>

Source: Staff estimates

\* Composting is not offered by, but is encouraged by the County.

### 3.2 Non-residential Waste

The goal is to reduce non-residential waste disposal by approximately 171 tons in FY 2008-09 and 386 tons in FY 2015-16. The largest generators of non-residential waste are specifically targeted in this effort. The Land-of-Sky Regional Council's Waste Reduction Partners Program has offered to assist the County and Municipalities in meeting the waste reduction goals for non-residential waste. This will include a school recycling effort. Table 9 summarizes non-residential waste projections. Section 5.0 explains specific activities planned.

**Table 9. Targeted Non-residential Waste Reduction, FYs 2008-09 and 2015-16**

REDUCTION METHOD	TARGETED MATERIALS (SOURCE)	EST. TONS FY 2008-09	EST. TONS FY 2015-16
Source Reduction*	NC Department of Transportation	10	30
Recycling	Corrugated cardboard and paper (Madison County Schools and Mars Hill College)	50	100
Reuse	Pallets (Ken Pak), plastics (Microswitch)	0	0
Composting	Pallets (mixed sources)	10	20
Mulching*	LCID (NC DOT)	101	236
<b>TOTAL</b>		<b>171</b>	<b>386</b>

Source: Staff estimates

\* If there are no hurricanes or other natural disasters, source reduction should be realized more than mulching. If there are natural disasters similar to the past, reduction can be realized through mulching.

### 3.3 Construction and Demolition Waste

The staff estimates that construction and demolition waste (C&D) disposal can be reduced by at least 514 tons in FY 2008-09 and 1,135 tons in FY 2015-16. The proposed reduction methods and targeted wastes are shown in Table 10. Again, the Waste Reduction Partners (WRP) Program has offered to assist the County and Municipalities with meeting the waste reduction goals for C&D. Specific activities planned are explained in Section 5.0

**Table 10. Targeted C&D Waste Reduction, FYs 2008-09 and 2015-16**

REDUCTION METHOD	TARGETED SOURCE MATERIALS	EST. TONS FY 2008-09	EST. TONS FY 2015-16
Source reduction*	All materials (construction industry)	20	40
Recycling	Scrap metal, pallets, <b>white goods</b>	100	200
Reuse**	Pallets	80	160
Mulching***	Wood waste	314	735
<b>TOTAL</b>		<b>514</b>	<b>1,135</b>

Source: Staff estimates

\* Green Building Efficiency, WRP Education

\*\* Implementation of new pallet ban from landfills legislation

\*\*\* Major focus on mulching of C&D Waste from NC DOT

#### **4.0 THE PLANNING PROCESS AND PUBLIC PARTICIPATION**

The Solid Waste Management staff of Madison County and the Municipalities of Hot Springs, Mars Hill, and Marshall developed this update of the plan and wrote the document with assistance from Land-of-Sky Regional Council (LOSRC). The Waste Management and LOSRC staffs met, on average, bi-weekly from February through May of 2006.

A draft of the plan was placed at the Madison County Solid Waste office, the County Courthouse, and in each of the respective Municipalities' administrative offices on June 1, 2006 for public comment prior to final adoption. A public meeting was held on June 14, 2006 at the Madison County Public Administration building on the Hwy 25/70 By-pass in Marshall, NC. Attached to the final approved plan submitted to the state is a statement of the number of attendees for the public meeting. The meeting was announced ahead of time in the May 30<sup>th</sup> edition of the *News-Record and Sentinel* newspaper.

After public comment and appropriate changes, the final plan was been submitted to the elected boards of each participating local government for approval in their regularly scheduled meetings in July, 2006. Copies of the resolutions are attached to the Plan submitted to the State's Division of Waste Management.

After approval from the state, the public will be invited to read the final version of the plan, which will be placed in the Madison County Clerk's office, at the Madison County Solid Waste office, and in each of the respective Municipalities' administrative offices.

#### **4.1 Madison County Solid Waste Advisory Committee**

Madison County Solid Waste Department staff and Town Officials who participated in the update of this Solid Waste Management Plan discussed from the beginning the importance of public input and communication regarding solid waste management issues. The planning group agreed that a system for ongoing communication and group participation in decision making is needed to ensure that solid waste and recycling services are optimized within the County and Municipalities.

In order to ensure ongoing communication and participation, it is the expressed desire of the Madison County Solid Waste Director that a Solid Waste Advisory Committee (SWAC) be formally created and authorized by the County Commissioners. It is also desired that each of the County's Municipalities appoint a representative to the Committee and actively participate in SWAC meetings and affairs.

Through the adoption of this Plan and its updates, the County and Municipalities of Madison acknowledge the importance and need for a SWAC. It is also understood by the adoption of this plan that the Madison County Solid Waste Director shall be the Chair of the SWAC and shall take the lead in the formation of the group, its meetings, its appointments and the general business of the group.

## **5.0 SOLID WASTE MANAGEMENT METHODS**

Each solid waste management method as required by North Carolina General Statute 103A-309.09A(b) is described below. Each section includes an assessment of the current program and a summary of the intended actions.

### **5.1 Source Reduction**

#### **Current Program for Source Reduction:**

Madison County plans to reinstate the position of Recycling Coordinator and now has a staff person whose job is focused on source reduction, material reuse and recycling. As a result, new initiatives are underway. For example, Madison County and Municipalities have begun to provide new instructional brochures to residents who wish to have their names removed from unsolicited mailing lists. This will help to reduce junk mail from the waste stream.

A second program recently begun is the creation of educational signs located at the Convenience Centers throughout the County. These informational boards are intended to inform the public about changes in the solid waste program and to encourage source reduction, reuse and recycling.

The Solid Waste Director and staff also regularly promote source reduction to the general public. This occurs at various public events, during regular contact with the public while performing routine duties, and in responding to inquiries about ways to reduce solid waste costs.

The County also provides information on a regular basis to the Municipalities. This information includes recycling accomplishments as well as tips for source reduction and reuse. The Town of Mars Hill regularly incorporates this solid waste information provided by the County into a quarterly newsletter mailed to all Town households.

The Land-of-Sky Regional Council of Governments (Region B) provides an industrial source reduction and recycling program through the Waste Reduction Partners (WRP) program. Industries in Madison County have taken advantage of the program over the years. WRP assessors offer businesses free and confidential waste reduction, energy use and water use assessments that help both the environment and the businesses' bottom line. These services are available to both public and private sector organizations.

#### **Intended Actions for Source Reduction:**

The residential source reduction program has been targeted to reduce future waste disposal by 10 tons in FY 2008-09 and 15 tons in FY 2015-16. This will occur primarily through informational efforts. The following activities are planned to meet the residential source reduction targets:

- Encourage residents to have their addresses removed from mailing lists by providing residents with the "Junk Mail Removal Card" provided by the State.
- Encourage the public to evaluate packaging when making purchasing decisions.

- Create additional informational signs and make brochures available at the Convenience Centers.
- Increase community and school outreach programs that have recently have been reinstated.
- Assist the three Municipalities with regular distribution of recycling information.
- Marshall will consider adding a newsletter in the future.

The non-residential source reduction targets for 2008-09 and 2015-2016 are 10 and 30 tons respectively. For the C&D waste stream, they are 20 and 40 tons respectively. This reduction will occur primarily through WRP and other stakeholder cooperative outreach efforts. The following activities are planned to meet the non-residential and C&D source reduction targets:

- Advise business, industry and institutions about the WRP program and encourage them to utilize the resource. This will include County and Town owned and/or operated facilities. The Waste Reduction Partners program has been quite successful and Madison County sees no need in trying to duplicate the Waste Reduction Partners efforts. Madison County does not intend to carry out a specialized industrial source reduction program.
- Assist industrial firms and other organizations with specialized needs that cannot be met by Waste Reduction Partners. As needs and opportunities have arisen, Madison County has been effective in assisting the local industrial community. The County intends to continue this assistance.
- As appropriate, the County desires to create a partnership with the NC DPPEA's Recycling Business Assistance Center to encourage industrial support for reuse and recycling.
- The County also plans to consider holding a small business waste-reduction workshop with the assistance of area business training programs, such as those available from A-B Tech Community College and SCORE.

## **5.2 Collection of Solid Waste**

### **Collection in Madison County**

Waste is collected by the County from 10 collection ("convenience") centers (including one at the landfill) located throughout the County (see map in Appendix). Four of the centers are staffed from 7:30 a.m. to 6:00 p.m. Monday through Friday, and 8:00 a.m. to 5:00 p.m. on Saturday. The remaining five centers are staffed from 7:30 a.m. to 6:00 p.m. Monday, Wednesday and Friday, and 8:00 a.m. to 5:00 p.m. on Saturday. Only residential waste, including recyclables, white goods, and tires, are accepted at the convenience centers. Landfill hours are 8:00 a.m. to 4:30 p.m. Monday through Friday, and 8:00 a.m. to noon on Saturday.

The County transports collected household wastes using trucks that haul "roll-off" containers to the County solid waste landfill property on Craig Rudisill Road. Most of this waste is collected in 30 or 40 cubic yard containers that have waste compaction components to maximize over the road hauling weight.

Household waste collected by the County is weighed on NC certified scales and then transferred via a permitted transfer station to semi-truck containers for delivery to the BFI Carter Valley Landfill (owned by Allied Waste) near Johnson City, Tennessee.

The County also operates one residential curbside collection route in the Sandy Mush community. The County uses a specialized truck to perform this service. The reason this service has been offered to this one community is due to the remoteness and size of the community. The County does not pick up materials for recycling at the curb. All recycling from this community is accepted at the convenience centers.

The County also collects the recycled materials from the convenience centers. This is done primarily through the use of specially designed trailers which are hauled by a one-ton truck. For the glass recycling and some of the smaller volume convenience centers, a box truck with lift gate is used to collect multiple centers in one route. This increases collection efficiencies. Additionally, due to volume and size, "roll off" containers are used for white goods and metal recycling. Tires, batteries and HHW items left at convenience centers are collected as needed with a small truck.

The County also provides recycling pickup service to some industrial clients and to Mars Hill College. This is done with the small box truck with lift gate that services (exchanges) 95-gallon rolling carts. The County provides the carts and service free of charge in exchange for their active recycling participation.

### **Collection in Hot Springs**

Within the town limits of Hot Springs, residential and some non-residential wastes are collected and hauled by the Town. The Town does not currently provide recyclable pick up. Recycling is available to Hot Springs residents at the nearest county convenience center. Wastes are hauled to the Madison County transfer station. Wastes are weighed and landfilled at no cost to the Town due to residents having paid the Household User Fee.

Waste from many small businesses is hauled by the Town as part of the \$95 Business User Fee charged by the County. The Town and County cooperate on determining which businesses are small enough to qualify for this service. Some large commercial businesses and industries inside the Town are hauled by private waste hauling services.

### **Collection in Mars Hill**

Within the Town limits of Mars Hill, residential wastes, non-residential wastes, and recyclables, including white goods and tires, are collected and hauled by the Town. The Town provides curbside waste and recycling pickup service once per week. White goods, tires, yard waste and other special wastes are picked up as needed. Additional recycling is available to Mars Hill residents at the nearest county convenience centers. Waste and recyclables are hauled to the Madison County transfer station and recycling processing center respectively. Wastes are weighed and landfilled at no cost to the Town due to residents having paid the Household User Fee. Recyclables are combined with County collected recyclables and marketed at no charge to the Town.

Waste from many small businesses is being hauled by the Town as part of the \$95 Business User Fee charged by the County. The Town and County cooperate on determining which businesses are small enough to qualify for this service. That determination is usually based on no more than two or three 95-gallon containers of waste being generated per week. Most large commercial businesses and industries inside the Town are hauled by private waste hauling services. A few businesses and institutions like the Hot Springs Health Program, the day care centers and the Post Office are receiving Town service but are generating enough waste to be considered for private hauling. The Town pays a private hauler to pick up and chip tree limbs from town residents. This waste does not go to the county landfill.

### **Collection in Marshall**

Within the Town limits of Marshall and in the Town's extraterritorial jurisdiction, residential and non-residential waste is collected and hauled by the Town. The Town provides recyclable pickup only for cardboard. Additional recycling is available to Marshall residents at the nearest county convenience center. Waste is hauled to the County transfer station and processing center. Waste is weighed and landfilled at no cost to the Town due to residents having paid the Household User Fee.

Waste from many small businesses is being hauled by the Town as part of the \$95 Business User Fee charged by the County. The Town and County cooperate on determining which businesses are small enough to qualify for this service. Most large commercial businesses and industries inside the Town are hauled by private waste hauling services. A few businesses and institutions are currently being serviced by the Town and may be considered too large for the Business User Fee service due to their strain on the Town and County resources.

Five private haulers are known to operate in the County. Waste Management and GDS handle most of the industrial waste and very limited residential waste collection. No ordinance regarding collection or franchising arrangements exists in the County at this time. The only information available is the volume of waste collected by the private haulers (see Table 11).

**Table 11. Waste Hauling Information, FYs 2001-02 and 2005-06**

HAULERS	RESIDENTIAL WASTE	NON-RESIDENTIAL WASTE	C & D WASTE	TONS HAULED 2001-02	TONS HAULED 2005-06	DISPOSAL DESTINATION
Madison County	X	X	X	6,928	5,360	BFI, Carter Valley MSW Landfill
Hot Springs	X	X		152	213	BFI, Carter Valley MSW Landfill
Mars Hill	X	X		462	463	BFI, Carter Valley MSW Landfill
Marshall	X	X		299	313	BFI, Carter Valley MSW Landfill
Waste Management		X	X	14	no figures	BFI, Carter Valley MSW Landfill and Co. C&D Landfill
GDS		X	X	500	2,072	BFI, Carter Valley MSW Landfill and Co. C&D Landfill
Wyatt Waste		X	X	246	20	BFI, Carter Valley MSW Landfill and Co. C&D Landfill
Griffen Waste		X	X	no figures	71	BFI, Carter Valley MSW Landfill and Co. C&D Landfill
Consolidated Waste		X	X	no figures	159	BFI, Carter Valley MSW Landfill and Co. C&D Landfill
Public and various building contractors	X	X	X	4,149	11,825	BFI, Carter Valley MSW Landfill and Co. C&D Landfill
<b>TOTAL</b>				<b>12,750</b>	<b>20,496</b>	

*Source: County records and information provided to the planning area by municipal solid waste haulers*

The 10 convenience centers and the one curbside route operated by the County in combination with the municipal collection programs serve the majority of the County. Private haulers serve a very small percentage of households and roughly half of the County's businesses. This combination of County, Municipal, and private collection adequately meets the needs of the County's residents and businesses.

**Intended Actions for Solid Waste Collection:**

- Madison County will continue to use convenience centers to collect waste and recyclables from non-municipal areas of the County.
- Prior to the next update, the County intends to establish a convenience center for the Sandy Mush community, where curbside collection is currently being provided. This will be done to create program uniformity, equity and efficiency.

- Mars Hill and Marshall plan to continue the curbside waste and recyclables collection program without significant changes.
- Hot Springs will continue the existing waste collection service.

### 5.3 Recycling and Reuse

#### Current Program for Recycling:

Madison County has been working since 1992 to maintain a stable recycling program. Currently, the County is recycling about 15% of the residential waste. This percentage is down from a record high of 41% realized in the 1996-97 fiscal year. The 41% recycling rate was due to the adoption of a "bag tag" system which was put into effect to create an equitable system in which residents paid only for the waste they generated. The system required every bag of trash deposited at the convenience center to be "tagged" with a sticker that cost residents \$1.25 each. Waste was also accepted at the landfill property on a weight basis for larger amounts. Recycling was offered to the residents for free. This system was removed the following year and recycling rates have decreased because the recycling incentives were removed. The primary reasons for the program removal were the unanticipated reduction in tip fees and their overall impact on the budget, lack of popularity with citizens generating large quantities of waste.

Madison County and the Municipalities have agreed there are numerous sound reasons to continue and even increase recycling. **The primary reason for the recycling program's support is the Solid Waste Department's overall cost avoidance realized from the efforts.** Other reasons include:

- Job creation from collection, hauling, processing and remanufacturing of recycled materials
- Landfill space, energy and other environmental savings associated with recycling

Today, the convenience centers have compartmentalized recycling trailers for collection of cans, plastics and paper. Some smaller convenience centers have covered collection boxes with roll-out carts in place for these items. Glass is collected from the centers using clearly labeled drums. Metal and appliances are collected at the centers in open top, roll-off containers.

Eight categories of materials are collected by the County: aluminum cans and steel cans; plastics #1; plastics #2; clear glass; brown glass; green glass; mixed paper (including newspaper, magazines, junk mail, chipboard, telephone books, and office paper); and corrugated cardboard. Three special wastes — white goods, lead-acid batteries, and tires — are also collected at some of these sites. Convenience center staff is available to answer questions and assist residents with proper sorting and material preparation. Brochures containing recyclable material listings, phone numbers, and other information are available at each site.

As previously mentioned, the Town of Mars Hill currently offers curbside collection for recycling, and Marshall offers curbside recycling only for cardboard. Materials in Mars Hill that are collected curbside are newspaper, aluminum cans, steel cans, clear, brown and green

glass, and plastic milk and soda bottles. Additionally, all municipal residents may use the convenience centers to drop off recyclable materials. Town participation in the voluntary curbside programs has been about 35% and 40%, for Marshall and Mars Hill respectively.

There is a textile reuse and recycling program operated in Madison County through a partnership with Mountain Opportunity Center (MOC). MOC services textile collection bins at the convenience centers closest to Marshall, Mars Hill, Hot Springs and at the County landfill property. MOC resells the best clothing and makes rags for sale from the remaining materials.

The County also has a general practice of allowing small businesses use of the convenience centers to drop off recyclable materials. Large companies and industries are encouraged by Solid Waste Department staff and others to contract out for recycling services. Grocery stores and other larger retail and some industrial establishments have established contracts for cardboard recycling.

The amount of materials recycled by the County-operated program plus the municipal programs is shown in Table 12. In looking at Table 12, it should be noted that recycling volumes for 2005-06 must be estimated. This is because the County now commingles PETE and HDPE plastics, aluminum and steel cans for delivery to the region's materials recovery facility operated by Curbside Management. Weights of these co-mingled loads are recorded by the Solid Waste Department and then individual material weights are derived based on percentages recovered in 2001-02 as demonstrated in the table below.

**Table 12. Residential Recycling, FYs 2001-02 and 2005-06**

<b>MATERIAL</b>	<b>TONS 2001-02</b>	<b>Percentage of Total</b>	<b>TONS 2005-06</b>	<b>Percentage of Total</b>
Glass – clear, brown & green	92.80	7	128	8
Plastic – PETE	11.27	1	8	1
Plastic – HDPE	12.92	1	9	1
Aluminum cans	14.45	1	10	1
Steel cans	27.16	2	19	1
White goods and other metals	551.65	42	708	48
Mixed paper	329.00	25	359	24
Corrugated cardboard	152.59	12	187	13
Other materials *	110.00	9	52	3
<b>TOTAL</b>	<b>1,301.84</b>	<b>100</b>	<b>1,480</b>	<b>100</b>

Source: County and Municipal Annual Solid Waste Management reports and staff estimates for 2005-06.

\* Oil, Tires and Batteries

A comparison of the estimated recovered recycling volumes listed above with the estimated residential waste composition and associated volumes from Table 3 shows that there is strong potential to increase the amount of each material recycled. According to the estimates, a total of 5,329 tons of recyclable materials may be left in the waste stream to recover.

A couple of anomalies need explanation. Metals recovered appear to have greatly exceeded those available in the waste stream. This is likely caused due to the County and Municipalities capturing all the white good weights and other metals (including some non-residential metals) in with the tons recorded. It is expected that some additional metal recycling is possible and that the estimated metals waste stream composition provided by the state is lower than the actual composition.

Furthermore, it is estimated that there is definitely not 1,113 tons (1,300 tons in Table 3 minus 187 tons in Table 12) of cardboard available in the waste stream to recycle. This much cardboard is simply not showing up on the transfer station tip floor. What has been concluded is that State estimates for cardboard in the residential waste stream are too high (maybe due to commercial cardboard weights) and that those weights are being recovered by the private sector serving commercial businesses.

Nonetheless, even with the anomalies considered (but not quantified), Table 13 shows that plenty of material remains in the waste stream that can be recycled. According to these calculations, the quantity targeted to recycle in Table 8, 306 ADDITIONAL tons in 2008-09 and 717 ADDITIONAL tons in 2015-16, can be met.

Meeting the recycling goals can be greatly encouraged by strong market prices. Wild fluctuations in commodity prices, or extended periods of low prices may diminish the likelihood of meeting the recycling goals. County Solid Waste staff members make an effort to maintain a general knowledge of market conditions, available processors and brokers servicing their area, and options (both contractual and free market) that are available for the materials they collect.

At this time, there are a few different vendors being used to move recyclable materials to market. Mixed paper is being delivered to FCR in Greenville, SC. Corrugated cardboard is hauled to Jackson Paper Manufacturing in Sylva. Plastics, and metal cans are being co-mingled and delivered to Curbside Management in Woodfin, NC. Glass is taken separately to Curbside Management. White Goods and metals are being hauled by the County to Morristown Iron and Metal in Tennessee. All of these facilities process the materials further and move them to end markets where they are used in product manufacturing.

**Table 13. Comparison of Estimated Tonnage Disposed and Recycled, FYs 2001-02 and 2005-06**

MATERIAL	ESTIMATED TONS DISPOSED		TONS RECYCLED		AVAILABLE PROCESSORS or MARKETS
	2001-02	2005-06	2001-02	2005-06	
Paper	2,233	1,975	329	359	FCR
Cardboard	1,470	1,300	153	187	Jackson Paper
Plastics	578	511	24	17	Curbside Management
Glass	485	429	93	128	Curbside Management
Metals	139	123	418	737	Curbside Management & Morristown Metals
<b>TOTAL</b>	<b>4,905</b>	<b>4,338</b>	<b>1,017</b>	<b>1,428</b>	

Source: Quick Waste Stream Analysis and staff estimates

It is unclear how much recycling that industries, businesses, and institutions are practicing, but it is clear that there is a large amount of recyclables left in that waste stream both from the residential and commercial sectors. It may be possible to find other markets or outlets for some of the currently unmarketed wastes. Potential new recycling markets are listed by material in Table 14.

**Table 14. Potential Recycling Markets for Currently Unmarketed Materials**

MATERIAL	AVAILABLE PROCESSORS/MARKETS
LDPE & HDPE (commercial)	Bromley Plastics, Trex plastic lumber company
Textiles	Carolina Textile
Clean wood waste	General public if ground/chipped into mulch

Source: Directory of Markets for Recyclable Materials, 2003, NC DPPEA and local research

**Intended Actions for Recycling:**

**Residential Recycling:** Utilizing Table 8, the residential recycling programs are targeted to reduce waste by an additional 306 tons by FY 2008-09 and 717 tons by 2015-16. Referring to Table 9, the non-residential recycling programs are targeted to reduce waste by an additional 50 tons by FY 2008-09 and 100 tons by 2015-16. Table 10 indicates the C & D waste stream is targeted to recycle an additional 100 tons by FY 2008-09 and 200 tons by 2015-16. **This means recycling programs across all sectors combined will increase by 456 tons by FY 2008-09 and 1,017 tons by 2015-16.** This will bring total recycling tonnages to 1,870 and 2,431 for FYs 2008-09 and 2015-16 respectively. Table 15 shows the projected tons that will be targeted by type of material.

**Table 15. Planning Area Recycling History and Projections, FYs 2002-03 to 2015-16**

<b>MATERIAL in TONS</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>	<b>2008-09</b>	<b>2015-16</b>
Glass – clear, brown, green	94	95	96	98	129	168
Plastic – PETE	11	11	11	11	15	19
Plastic – HDPE	13	13	13	14	18	24
Aluminum cans	14	14	14	15	19	25
Steel cans	27	28	28	28	36	46
White goods and other metals	380	384	387	391	518	673
Mixed paper	332	336	339	342	453	589
Corrugated cardboard	155	156	158	159	210	273
Other materials	346	350	353	357	472	614
<b>TOTAL TONS</b>	<b>1,372</b>	<b>1,387</b>	<b>1,399</b>	<b>1,415</b>	<b>1,870</b>	<b>2,431</b>

*Source: Staff records and projections*

Participation in residential recycling can be increased for all the materials listed in Table 15. Since all of the materials listed in the table are currently accepted, maximizing recovery of residential recyclables will primarily entail increasing participation rates.

It is anticipated that residents who currently use the solid waste and recycling convenience centers will continue to recycle if regularly encouraged. Convenience center staff estimates that approximately 50% of County residents who use the convenience centers use the recycling systems. **The following actions are planned to meet the residential recycling targets:**

- The County will donate a percentage of revenue made from the sale of certain recycled materials to the local school system to give the public a new incentive to recycle.
- Convenience center staff will continually inform the public about the importance of separating materials for recycling.
- The County will consider how to make the process of recycling easier for the public at the convenience centers. For example, this may include allowing the public to further co-mingle recyclable materials that can be separated by the processor.
- Increase the use of signs and other informational materials at the convenience centers.
- Mars Hill will continue to inform the public about the benefits of recycling and composting.

**Non-Residential Recycling:** Non-residential recycling is also targeted to reduce waste. Research into potential new recycling markets, especially for industrial plastics and clean wood such as pallets, may prove to be a key to reducing non-residential waste. **The following actions are planned to meet the non-residential recycling targets:**

- Further utilize the Land-of-Sky Regional Council’s Waste Reduction Partners Program which offers free, confidential waste reduction assessments to both public and private organizations.

- Increase all the school recycling program participation including elementary, middle, high and collegiate schools with the new revenue sharing program.
- Increase County and Municipal building recycling participation.
- The County and Municipalities desire to work with various stakeholders to hold workshops on the new legislation that bans pallets from landfills in hopes that increased pallet recycling will occur.

Construction and Demolition Recycling: Recycling construction and demolition (C&D) waste is also a key component of the waste reduction strategy outlined in the table and weights listed above. **The following actions are planned to meet the C & D recycling targets:**

- The County will consider all LCID and clean wood material as grindable and will begin to make mulch available to the public.
- The option of reducing tipping fees for certain materials such as metals, untreated wood and pallets will be considered as an incentive for waste generators to source-separate those materials.

**Current Program for Reuse:**

Madison County currently makes wood, pallets, bricks, and other reusable materials from the C&D landfill available to interested residents.

**Intended Actions for Reuse:**

Utilizing Table 8, the residential reuse programs are targeted to reduce waste by an additional 4 tons in 2008-09 and 5 tons in 2015-16. Referring to Table 9, no additional reuse tonnages are expected from the non-residential sector by FYs 2008-09 and 2015-16. Table 10 indicates the C&D sector is targeted to reuse an additional 80 tons by 2008-09 and 160 tons by 2015-16. **This means reuse across all sectors combined will increase by 84 tons by FY 2008-09 and 165 tons by 2015-16.** The following actions are planned to meet the reuse targets:

- Increase the use of signs and printed materials at the convenience centers to encourage reuse.
- Begin stockpiling chipped yard waste and making it available for reuse.
- In the non-residential sector, the Land-of-Sky Regional Council's Waste Reduction Partners Program will work with plastics industries to achieve reuse of scrap materials. Pallet reuse also will be more heavily promoted through WRP in preparation for the upcoming landfill ban on pallets.
- Continue to make reusable C&D materials available to the public.

## **5.4 Composting and Mulching**

### **Current Program for Composting and Mulching:**

The County and the Cooperative Extension Service have encouraged residential composting, but the program can be expanded. The County does not operate a composting program at this time.

### **Intended Actions for Composting and Mulching:**

According to the estimations shown in Table 3, there is 2,048 tons of organic waste in the County's waste stream. Utilizing Table 8, the residential composting and mulching programs are targeted to reduce waste by an additional 56 tons by FY 2008-09 and 120 tons by FY 2015-16. Referring to Table 9, the nonresidential composting and mulching programs are targeted to reduce waste by an additional 111 tons by FY 2008-09 and 256 tons by 2015-16. Table 10 indicates the C&D mulching program is targeted to reduce an additional 314 tons by FY 2008-09 and 735 tons by 2015-16. **This means composting and mulching across all sectors combined will increase by 481 tons by FY 2008-09 and 1,111 tons by 2015-16.** The following actions are planned to meet the composting and mulching targets:

- The County will encourage backyard composting by providing informational materials to the Municipalities and convenience centers. The County has restocked backyard composting brochures for distribution and will look for other appropriate materials.
- The County will also consider creating a "Backyard Composting Workshop" to teach the general public how to set up effective systems and about the benefits of such systems.
- The County will implement programs to aid in the compliance of the new legislation banning pallets from the landfill. Clean pallets that cannot be reused will be mulched and redistributed to the public.
- The option of reducing tipping fees for clean and untreated wood waste and pallets will be considered as an incentive for waste generators to source-separate those materials.

## **5.5 Incineration with Energy Recovery**

### **Current Program for Incineration with Energy Recovery:**

Incineration with energy recovery is not part of the County's current program. The County considers it an inappropriate waste management option due to the local waste flow, public opinion, and capital/operating costs. There are no regional facilities of this type hosted in nearby counties.

### **Intended Actions for Incineration with Energy Recovery:**

The County does not plan to use incineration with energy recovery.

## **5.6 Incineration without Energy Recovery**

### **Current Program for Incineration without Energy Recovery:**

Incineration without energy recovery is not part of the County's current program. The County considers it an inappropriate waste management option due to the local waste flow, public opinion, and capital/operating costs. There are no regional facilities of this type hosted in nearby counties.

**Intended Actions for Incineration without Energy Recovery:**

The County does not plan to use incineration without energy recovery.

**5.7 Transfer of Solid Waste Outside Geographic Area****Current Program for Transfer of Solid Waste Outside Geographic Area:**

In February 2003, the County's MSW landfill cell was at capacity. In response, Madison County has built, permitted, owns and operates a MSW transfer station located at the Landfill property on Craig Rudisill Road. The County is currently transferring all of its MSW through its transfer station to the BFI, Carter Valley Landfill near Kingsport, Tennessee. The County has a five (5) year contract with BFI and hauler J.D. Gosnell Trucking. The contract started in November 2001 even though only a portion of the MSW was being transferred. Therefore, the contract will need to be considered and possibly renegotiated prior to November 2006.

**Intended Actions for Transfer of Solid Waste Outside Geographic Area:**

The County is investigating the option of constructing a new landfill cell versus the costs to continue transferring its MSW outside the geographic area. At the time of the update of this plan, preliminary investigations indicate that the cost to continue transferring waste is roughly half that of building, filling and closing a new landfill cell on the County's permitted site.

Due to economic considerations, the County strives to avoid the transfer of C&D materials outside the region. Since the last plan update, the County's C&D landfill cell reached capacity. The County submitted plans to the State seeking permission to open a new cell, and those plans were approved on May 5, 2006. This new cell is approximately double the capacity of the previous C&D landfill and eliminates the need to transfer C&D debris outside the County. The new cell will fill the county's need for approximately 10 years.

**5.8 Disposal of Solid Waste****Current Program for Disposal of Solid Waste:**

The County accepts MSW and C&D from Hot Springs, Mars Hill, and Marshall, as well as from the unincorporated areas of the County (from both the public and private sectors).

Madison County no longer operates a Subtitle D landfill (located on Craig Rudisill Road, north of Marshall) due the constructed and permitted landfill cell filling to capacity. McGill & Associates predicted that the landfill cell had an overall life expectancy of six and one-half years when this plan was originally written in 1997. However, as discussed previously, the rate of disposal had exceeded estimates and the cell actually lasted six years.

By the spring of 2003, cell number one of the landfill had approximately 500 cubic yards of remaining airspace that was filled by October 2003. From October 2003 to the spring of 2004, the County prepared its closure plan for the landfill. Closure activities began in spring 2004. The Subtitle D landfill is now closed.

In preparation for closure of the landfill, the County began operation of a transfer station in October 2001 for MSW. Initially, only a portion of the MSW was taken to the BFI Landfill at 2825 Carter Valley Road in Kingsport, Tennessee. Now all MSW is transferred to that location.

**Intended Actions for Disposal of Solid Waste:**

The County maintains the ability to seek permits for additional landfill cells at its current site. In the initial design of the landfill site, it was anticipated that there could be as many as 10 Subtitle D cells created to contain MSW. The untapped areas at the existing landfill property have an estimated 30 to 40 years remaining life expectancy. If it becomes more feasible to construct other landfill cells versus continuing to transfer the waste outside of the County, the action will be considered. At this time, no changes to the system are anticipated and MSW will not be buried at the County-owned site.

The County plans to continue its operation of a C&D waste cell at its landfill property. As previously stated, the new cell is approximately double the capacity of the previous C&D landfill and eliminates the need to transfer C&D debris outside the County. The County estimates the new cell will fill its needs for approximately 10 years if the clean wood waste mulching program is implemented.

## **6.0 EDUCATION, SPECIAL WASTES, ILLEGAL DISPOSAL, AND PURCHASING: ASSESSMENT OF PROGRAMS AND DESCRIPTION OF INTENDED ACTIONS**

### **6.1 Education with the Community and through the Schools**

#### **Current Program for Community Education:**

Several informational pamphlets describing the locations of convenience centers, recyclable materials, and how to prepare materials for recycling have been produced and distributed by the County over the years. Educational presentations are given to civic groups throughout the County by a solid waste staff member. The individual Municipalities send out educational fliers to their residents through the Town Halls, mailers and, in the case of Mars Hill, the periodic newsletter.

Current education has been limited to brochures and presentations. Use of the local radio station can be tapped. Targeting specific audiences, recyclable materials, and using many different methods of communication can enhance education.

Several educational programs have been developed for presentation to schools and civic groups. Topics that have been discussed include quality separation of recyclables, true costs of solid waste management, and cost advantages of source reduction.

#### **Intended Actions for Community Education:**

Solid Waste employees will give presentations on recycling and waste reduction to civic organizations, as well as continue with the distribution of educational brochures and materials. The brochure will be revised with a fresh look to attract the attention of residents. It will feature a list of convenience center locations and the types of materials that are collected for recycling. The brochures will be available at public locations such as the convenience centers, town halls, the library, Cooperative Extension offices and County Administrative offices.

The Solid Waste Department intends to work with Land-of-Sky Regional Council on the Mobile Environmental Learning Center (MELC) project to enhance community educational efforts. County staff will work with LOSRC staff to coordinate the appearance of MELC at public events and gatherings. Public schools and industries are large generators of waste that could be targeted. Specific recyclables can be targeted, i.e., corrugated cardboard and paper.

#### **Current Program for School Education:**

A portion of a staff member's position is spent educating students in the school system, speaking to classes and school clubs, and coordinating school-wide assemblies.

#### **Intended Actions for School Education:**

A network of School Recycling Coordinators will be built by the County Recycling Coordinator. County staff will contact each school Principal through the School Superintendent and request they designate one or more School Recycling Coordinators. These Coordinators will serve as points of contact to develop school recycling programs and

distribute information. Schools will be encouraged to invite the Recycling Coordinator to speak on recycling issues. County staff will send advertisements about the speaking and assembly services available to the School Recycling Coordinator's distribution list.

Where appropriate, County staff will utilize the resources available through the NC Division of Pollution Prevention and Environmental Assistance Recycle Guys and RE3 Campaigns. These programs create a number of educational resources such as stickers, pencils, and activity books that can be used by staff. The campaign graphics and facts can also be used in presentations and print materials.

County staff will coordinate the Mobile Environmental Learning Center's use with Land-of-Sky Regional Council and School Recycling Coordinators. Where possible, County staff will transport the MELC to schools upon request. Events will be coordinated back-to-back to minimize transportation costs. County staff will also assist LOSRC to distribute and promote any teacher workshops that are offered throughout the school year.

Schools will be encouraged to participate in the state Adopt-A-Highway program. The Recycling Coordinator will assist teachers in obtaining educational materials from the North Carolina Division of Environmental Assistance and Pollution Prevention, the North Carolina Office of Environmental Education, and the federal Environmental Protection Agency. In addition, teachers will be given information about the annual environmental educators' conference sponsored by the North Carolina Office of Environmental Education.

## **6.2 Management of Special Wastes**

The management of special wastes is expected to reduce residential waste by 10 tons by FY 2008-09 and 12 tons by 2015-16.

### **Current Program for Tires:**

Tires are collected free of charge at the County landfill facility. U.S. Tire and Recycling leaves an empty trailer at the facility and hauls full trailers to its facility for processing. The County currently spends \$0.95 per tire. The County Solid Waste Director has met with tire retailers to explain the program.

Money from the statewide tire tax pays for the tire recycling program. U.S. Tire and Recycling indicates that it grinds and converts most of its tires into fuel or septic tank drainfield fill material. Portions of the tires are recapped, and approximately 40% of the company's total incoming stream was reported to be landfilled.

### **Intended Actions for Tires:**

Tire collection and hauling will remain the same.

**Current Program for White Goods:**

White goods are also collected at the convenience centers and stored at the County recycling facility. When a sufficient number of units are ready for chlorofluorocarbon (CFC) removal, County staff removes and stores CFCs on-site to be processed at a recycler, such as Dow Chemical in Asheville. White goods are then recycled at Morristown Metal.

**Intended Actions for White Goods:**

White goods collection will remain largely unchanged for the planning period.

**Current Program for Lead-acid Batteries:**

Lead-acid batteries are collected at the County convenience centers and the landfill recycling facility. When 40 batteries are collected, Interstate Batteries is called to take them for recycling. Residents can also recycle batteries with a number of auto parts dealers. None of the individual Municipalities provides battery collection service. Currently, approximately 150 batteries are collected every two to three months.

**Intended Actions for Lead-acid Batteries:**

Battery collection locations will remain the same. In an effort to reach those residents who do not use the convenience centers, the County solid waste department will work with auto parts store owners on the distribution of educational pamphlets and organization of collection. The pamphlets are intended to explain the correct disposal methods and penalties for illegal disposal to motorists and farmers who change their own batteries.

Many residents do their own automotive maintenance, and it is expected that many of the batteries taken out of cars by do-it-yourselfers are not disposed of properly. An educational pamphlet needs to target home automotive maintenance. This pamphlet could address used oil disposal as well.

**Current Program for Used Motor Oil:**

Collection of used motor oil is provided free to all citizens at some convenience centers and at the landfill recycling facility. The Municipalities do not collect used oil. Used oil is picked up by Holston Energy of Waynesville when the County has collected 3,100 gallons.

**Intended Actions for Used Motor Oil:**

Used oil collection and contracting for processing will expand with the addition of the educational materials mentioned above.

To reduce illegal discharges, the County could sponsor additional educational efforts. Such efforts should build upon the increasing public awareness, concern for public health, and the environmental consequences of illegal oil disposal.

**Current Program for Household Hazardous Waste:**

The County has a household hazardous waste (HHW) program that includes a HHW storage building. Approximately 600 pounds of HHW were collected and transported to 3RC at 1401 South Martin Luther King, Jr. Drive in Winston-Salem, North Carolina.

County personnel with some training and trained personnel from neighboring counties are staffing the HHW collection events. Collection events are being held periodically.

**Intended Actions for Household Hazardous Waste:**

Household hazardous waste collection will remain largely unchanged for the planning period, with the exception of increased community education.

**6.3 Prevention of Illegal Disposal and Management of Litter**

**Current Program for Illegal Disposal:**

Madison County does not have a designated litter control officer whose duties include investigation of illegal disposal sites. The Madison County Sheriff's Department, in cooperation with the Solid Waste Department, is responsible for handling any illegal disposal issues.

**Intended Actions for Illegal Disposal:**

If funds become available, the County would like to have a designated employee to be responsible for monitoring and processing any illegal disposal issues.

**Current Program for Litter Management:**

Madison County does not have a major litter problem. In the past, the Madison County Solid Waste Department has worked with the Sheriff's Department to address littering. Since open dump complaints have not been an issue in the past, Madison County has not passed any ordinances to regulate open dump sites, which require permits from the North Carolina Solid Waste Section.

Local beautification committees help to collect litter in the communities.

**Intended Actions for Litter Management:**

The state Adopt-A-Highway program is currently underutilized. The County plans to promote the program at local fairs, festivals, public schools, and churches.

A private citizens group performed a river cleanup in the spring of 2003. The County could partner with this group for the annual, statewide Big Sweep cleanup program in September. Public awareness fliers for such events can be mailed with the municipal water bills. School litter awareness programs are already in place.

The County will apply for a state white goods grant to clean up any white goods illegally dumped.

The County Solid Waste Department will take the following steps if an open dump is encountered:

1. Identify the property owner(s) on whose property the open dump is located;
2. Attempt a personal contact with the property owner(s) and inform them that having an open dump on their property requires a permit;
3. If personal contact is made with the property owner(s), they will be informed that they have violated North Carolina Solid Waste Regulations and that if they do not clean up the dump site in a reasonable time period established by the County, they may be liable to enforcement actions by the North Carolina Solid Waste Section or other State or Federal agencies that have regulatory jurisdiction;
4. If personal contact is not made, immediately send a letter to the property owner(s) of record with a reasonable time for response;
5. Copy the letter to the Asheville Regional Office of the Solid Waste Section, other State or Federal agencies that may have regulatory authority, such as erosion control, air quality, wetlands, etc., and the Municipalities that may have zoning jurisdiction over the property;
6. If a reasonable time period has passed with no action, the County will ask for assistance from the Asheville Regional Office of the Solid Waste Section for enforcement actions; and
7. Madison County will continue to seek assistance from the Solid Waste Section in dealing with illegal dumping issues and work toward strengthening our local ordinance.

#### **6.4 Purchase of Recycled Materials and Products**

##### **Current Program for Purchasing Recycled Materials and Products:**

Most County offices currently purchase recycled products. Procurement of recycled products will continue to be encouraged. The County will explore the possibility of a policy regarding the purchasing of recycled products and will discuss such a policy with County government department heads and school administrators.

The local community college and the County schools are required by legislation and executive order to purchase recycled products equal to a percentage of the total dollar value of paper products purchased. They must report annually to the Division of Pollution Prevention and Environmental Assistance. Recycled content products are to be purchased whenever economically feasible and practical.

##### **Intended Actions for Purchasing Recycled Materials and Products:**

The County will aim to buy trash bins and other office supplies made of recycled plastic, in addition to recycled paper products.

Buying recycled products is also addressed in the source reduction program, which will be presented to community groups.

## 6.5 Disaster Planning

### Current Program for Disaster Planning:

Madison County historically has not maintained a plan for disposing of solid wastes created during natural disasters. However, as part of the previous plan, the Madison County Solid Waste Department worked with the Madison County Emergency Management Office to formulate a plan for storage of such debris.

If a disaster occurs, solid waste will be stored in the following areas:

1. Walnut	Old school ballfield
2. Hot Springs	Existing ballfield
3. Marshall	Football practice field
4. Mars Hill	Existing ballfields

### Intended Actions for Disaster Planning:

The locations above were designated as tentative and subject to revision by the Emergency Management Office. Additional locations may be needed, such as in the Laurel areas, if disasters occur beyond the four locations above. It is important to note that most large flat areas in Madison County are in the flood plains of the various creeks and rivers. Care will be taken to ensure that locations ultimately selected for the temporary storage of disaster-related debris are out of the flood plain.

Hazardous waste will be segregated and stored separately under cover to protect from contact with the public. Madison County will coordinate hazardous waste with DENR's Division of Waste Management, Hazardous Waste Section.

## 6.6 Summary of Intended Actions

The intended actions described on the previous pages are listed in Table 16.

**Table 16. Summary of Intended Actions**

<b>FISCAL YEAR</b>	<b>PROGRAM</b>
2006-07	Organize Solid Waste Advisory Committee
2006-07	Provide residents with the "Junk Mail Removal Card."
2006-07	Land-of-Sky Regional Council's Waste Reduction Partners Program will work with industries to achieve reuse of scrap materials and pallets.
2006-07	Increase community and school outreach programs.
2006-07	Assist the three Municipalities with regular distribution of recycling information.
2006-07	Increase the use of signs and other informational materials at the convenience centers.
2006-07	Mulch and redistribute clean pallets to the public.
2006-07	Work with Land-of-Sky Regional Council on the Mobile Environmental Learning Center (MELC) project to enhance community education efforts.
2006-07	Build a network of School Recycling Coordinators to serve as points of contact to develop school recycling programs and for information distribution.
2006-07	Promote the underutilized state Adopt-A-Highway program at local fairs, festivals, public schools, and churches.
2007-08	Donate a percentage of revenue from the sale of recycled materials to the local school system.
2007-08	Begin stockpiling chipped yard waste and making it available for reuse.
2007-08	Provide informational materials on backyard composting to the Municipalities and convenience centers, and consider creating a "Backyard Composting Workshop."
2007-08	Apply for a state white goods grant to clean up any white goods illegally dumped.
2007-08	Consider reducing tipping fees for clean and untreated wood waste and pallets.
2008-09	Establish a convenience center for the Sandy Mush community.
2008-09	If funds become available, designate an employee to be responsible for monitoring and processing any illegal disposal issues.
2009-10	Implement programs to aid in the compliance of the new legislation banning pallets from the landfill.
As needed	Aim to buy trash bins and other office supplies made of recycled plastic, in addition to recycled paper products.

Source: Staff

## 7.0 SOLID WASTE COSTS AND FINANCING METHODS

### 7.1 Description and Assessment of Costs

#### County Description:

Madison County operates a comprehensive solid waste program including collection, disposal of waste and marketing of recyclables, while the Municipalities of Hot Springs, Mars Hill, and Marshall operate collection-only programs, with disposal of wastes and marketing of recyclables handled by the County. The solid waste costs shown below in Table 17 are separated by program operator. Madison County and its three Municipalities managed 14,808 tons of waste and 1,312 tons of recyclable materials in 2001-02, and 18,738 tons of waste and 1,480 tons of recyclable materials in 2005-06. A summary of the County-operated waste program costs is shown in Table 17. These totals are derived from the Solid Waste Management Annual Reports.

**Table 17. County-Operated Solid Waste Program Costs, FYs 2001-02 and 2005-06**

	COLLECTION	DISPOSAL	WASTE REDUCTION	TOTAL
<b>2001-02</b>				
PROGRAM COST	\$396,000	\$613,350	\$112,600	\$1,121,950
COST PER HOUSEHOLD	\$50.13	\$77.64	\$12.94	\$128.96
COST PER TON	\$26.74	\$41.42	\$85.82	\$69.60
<b>2005-06</b>				
PROGRAM COST	\$582,500	\$713,500	\$452,000	\$1,748,000
COST PER HOUSEHOLD	\$60.68	\$74.32	\$47.08	\$182.08
COST PER TON	\$31.09	\$38.08	\$24.12	\$93.29

*Source: Solid Waste Management Annual Reports and staff calculations*

#### County Assessment:

It now costs less per ton and less per household to reduce waste than to collect and dispose of it. The County is actively pursuing, through various programs, an increase in recycling that will further reduce the cost per household and per ton for waste reduction.

**Hot Springs Description:**

Hot Springs had 384 households that disposed of 151 tons of waste in FY 2001-02. Hot Springs had 410 households and disposed of 211 tons of waste in FY 2005-06. The summary of solid waste costs for this year is shown below in Table 18. These totals are derived from the Solid Waste Management Annual Reports.

**Table 18. Hot Springs Solid Waste Program Costs, FYs 2001-02 and 2005-06**

	COLLECTION	DISPOSAL	WASTE REDUCTION	TOTAL
<b>2001-02</b>				
PROGRAM COST	\$27,500	N/A	N/A	\$27,500
COST PER HOUSEHOLD	\$71.61			\$71.61
COST PER TON	\$182.01			\$182.01
<b>2005-06</b>				
PROGRAM COST	\$28,875	N/A	N/A	\$28,875
COST PER HOUSEHOLD	\$70.43			\$70.43
COST PER TON	\$136.85			\$136.85

Source: Solid Waste Management Annual Reports and staff calculations.

**Hot Springs Assessment:**

Hot Springs does not presently operate a waste reduction program. The Town's waste collection program costs \$136.85 per ton. Implementation of a recycling program with assistance from the County would decrease the cost per ton for disposal. Cost of the recycling program would be manageable since the County would be assisting, but estimating a cost per ton for recycling is not feasible at this point.

**Mars Hill Description:**

Mars Hill operates a curbside waste collection and recycling program. Because the program is curbside, per household costs were also determined. The Town has 587 households that disposed of 336 tons of waste and 133 tons of recyclables in FY 2001-02. The town had 630 households and disposed of 465 tons of waste and 76 tons of recyclables in FY 2005-06. Mars Hill's solid waste program costs are summarized for that year in Table 19. These totals are derived from the Solid Waste Management Annual Reports.

**Table 19. Mars Hill Solid Waste Program Costs, FYs 2001-02 and 2005-06**

	COLLECTION	DISPOSAL	WASTE REDUCTION	TOTAL
<b>2001-02</b>				
PROGRAM COST	\$27,200	N/A	\$45,200	\$72,400
COST PER HOUSEHOLD	\$46.26		\$76.87	\$123.13
COST PER TON	\$80.95		\$339.85	\$154.37
<b>2005-06</b>				
PROGRAM COST	\$46,000	N/A	\$46,000	\$92,000
COST PER HOUSEHOLD	\$36.51		\$36.51	\$73.02
COST PER TON	\$98.93		\$605.26	\$170.06

*Source: Solid Waste Management Annual Reports and staff calculations.*

**Mars Hill Assessment:**

On a per ton basis and on a per household basis, the cost of waste collection and disposal is significantly less than the cost of waste reduction efforts. The cost per ton of waste reduced will decrease as participation increases, but seems unlikely to become cheaper than collection and disposal in the foreseeable future.

**Marshall Description:**

Marshall has 417 households that disposed of 260 tons of waste in FY 2001-02. The town had 425 households and disposed of 311 tons of waste and 10 tons of recyclables in FY 2005-06. With the exception of the recycling of corrugate cardboard, the Town commingles recyclable materials with the County collected material and does not keep a record of quantities managed. The summary of solid waste costs for this year is shown in Table 20. These totals are derived from the Solid Waste Management Annual Reports.

**Table 20. Marshall Solid Waste Program Costs, FYs 2001-02 and 2005-06**

	COLLECTION	DISPOSAL	WASTE REDUCTION	TOTAL
<b>2001-02</b>				
PROGRAM COST	\$11,455	N/A	\$3,500	\$14,955
COST PER HOUSEHOLD	\$27.47		\$8.39	\$35.86
COST PER TON	\$44.03		\$727.65	\$56.44
<b>2005-06</b>				
PROGRAM COST	\$13,105	N/A	\$3,827	\$16,932
COST PER HOUSEHOLD	\$30.84		\$9.00	\$39.84
COST PER TON	\$42.14		\$382.70	\$52.75

Source: Solid Waste Management Annual Reports and staff calculations.

**Marshall Assessment:**

The disparity in unit costs is likely due to commingling of recyclables with those managed by the County. The total waste disposal costs are lower than those of similar towns.

## 7.2 Description of Financing Methods

The current solid waste program is funded through the County household solid waste user fee, property taxes, landfill tipping fees, and the sale of recyclables. The tire program is paid for through the tire tax levied by the State. The white goods tax distribution supports the white goods and metals recycling program. The municipal programs are fully funded through property taxes. See Table 21 for a summary of current financing methods.

**Table 21. Solid Waste Financing Methods Used by Madison Co. Local Governments, FYs 2001-02 and 2005-06**

	Total Solid Waste Management Budget	Tipping Fees (Volume or Weight-based)	Property Taxes – General Fund	Household Charge	Sale of Recyclables	Grants	Tire & White Goods Tax	Other
<b>2001-02</b>								
Madison County	\$1,121,950	14%	20%	50%	3%	7%	2%	4%
Hot Springs	\$ 27,500		100%					
Mars Hill	\$ 72,400		100%					
Marshall	\$ 14,955		100%					
<b>2005-06</b>								
Madison County	\$1,748,000	6.3%	43.4%	43%	3.3%	0	2%	2%
Hot Springs	\$ 28,875		100%					
Mars Hill	\$ 92,000		100%					
Marshall	\$ 16,932		100%					

Source: Finance Department records, and County and Municipal Solid Waste Management Annual Reports

## 7.3 Assessment of Financing Methods

The County's current financing methods generate enough revenue for the current solid waste program. The County now charges all residents for C&D, which began on April 1, 2006. Below is a description of each financing method.

### Tipping Fees:

The 2001-02 C&D tipping fees of \$24 per ton and the MSW tipping fees of \$38 per ton that were charged at the Madison County landfill generated nearly \$93,000 in FY 2001-02. The 2005-06 C&D tipping fees of \$32 a ton and the MSW tipping fees of \$42 a ton generated \$115,000 in FY 2005-06.

### General Fund:

General fund (property tax) money was used to finance 20% of the solid waste budget in FY 2001-02 and 43.4% in FY 2005-06. The Municipalities of Hot Springs, Mars Hill, and Marshall fully supported their programs with general fund money and will continue to do so for the foreseeable future.

**Household Fee:**

The County has a Household User Fee of \$78 which is assessed to every residential dwelling (homes, rental cabins, apartments, etc.) in the County. For example, a single property with the original family domain and each additional rental unit would incur a user fee. The fee allows residents access to the county solid waste system. It allows the public to dispose of household trash and recycle for free. The Household User Fee contributes 43% of the total revenue that supports the program. The County expects to continue this fee.

All Businesses pay a \$95 per year Business User Fee. Businesses outside town limits and services contract for pickup and hauling services from private companies operating in the County.

**Volume or Weight-based Fees:**

At this time, weight-based fees are generated from commercial haulers and businesses for MSW and from all landfill users for C&D.

**Sale of Recyclables:**

Revenue from the sale of recyclables funded approximately 3% of the County solid waste program in FY 2001-02 and 3.3% in FY 2005-06. Although such revenues can be expected to rise with the increasing recycling levels, fluctuations in material prices make it difficult to predict how much revenue recycling will generate. The total gross recycling revenues for FY 2001-02 and 2005-06 are listed by material in Table 22.

**Table 22. County Revenue from the Sale of Recyclables, FYs 2001-02 and 2005-06**

MATERIAL	AVERAGE \$ PER TON		TONS COLLECTED		GROSS REVENUE	
	2001-02	2005-06	2001-02	2005-06	2001-02	2005-06
Glass – clear	\$0	\$0	92.80 (clear, brown, green combined)	135.23	\$0	\$0
Glass – brown	\$0	\$0				
Glass – green	\$0	\$0				
Plastic – PETE	\$0	\$35.26	11.27	45.78(PET	\$0	\$1614.24
Plastic – HDPE	\$0	N/A	12.92	E, HDPE,	\$0	N/A
Aluminum cans	\$236.34	N/A	14.45	Alum. &	\$3415.10	N/A
Steel cans	\$0	N/A	27.16	Steel Cans Combined)	\$0	N/A
White goods and other metals	\$55.02	\$70.00	376.45	674.97	\$20,710.69	\$43,951.50
Mixed paper	\$0	\$15.00	175.20	332.27	\$0	\$4,984.05
Cardboard	\$16.67	\$90.00	329.00	186	\$5,483.00	\$16,740.00
White paper/CPO	\$0	N/A	152.59	N/A	\$0	N/A
Motor Oil	\$0	\$0	18.80	18.56	\$0	\$0
Batteries	\$.60/battery	\$.75/ battery	480 batteries	362 batteries	\$284.75	\$271.50
<b>TOTAL</b>					<b>\$29,893.54</b>	<b>\$67,561.29</b>

Source: Staff calculations and finance records

**Grants:**

Sources of grant funding are limited, but the County plans to apply for grant funds to cover implementation of new programs, including new recycling trailers.

**Tax Reimbursements:**

The County recognizes that the revenue received from state tax reimbursements may change in the future. The tire tax and white goods reimbursements were supposed to start decreasing beginning in 1998. These programs are still in place and are highly successful in Madison County.

**Franchise Fees:**

Private haulers collect only a very limited volume of waste in Madison County. Implementation of a franchise fee would not generate any revenue and would likely reduce the interest any private haulers have in the operating routes in the County. Private haulers serve commercial, institutional, and industrial sources.

## **8.0 RESOURCES THROUGH PRIVATE PARTNERSHIP**

Madison County has considered the use and availability of privately operated facilities and resources in developing this plan. Due to the small population and remoteness of Madison County, it relies heavily on publicly operated programs. The County has negotiated with a private transport and disposal company, J.D. Gosnell Trucking, to haul waste from the new transfer station to the BFI landfill in Kingsport, Tennessee.

# **APPENDIX A**

## **RESOLUTIONS TO ADOPT THIS SOLID WASTE MANAGEMENT PLAN**

**RESOLUTION ACCEPTING AND ENDORSING THE SOLID WASTE  
MANAGEMENT PLAN OF 2006 FOR  
MADISON COUNTY, MARSHALL, MARS HILL, & HOT SPRINGS, NORTH CAROLINA**

WHEREAS, it is a priority of this community to protect human health and the environment through safe and effective management of municipal solid waste;

WHEREAS, population growth, increased costs for operating resources, and other factors require strategic management planning and systems implantation for municipal solid waste;

WHEREAS, equitable and efficient delivery of solid waste management services is an essential characteristic of the local solid waste management system;

WHEREAS, the reduction of the amount and toxicity of the local waste stream is a goal of this community;

WHEREAS, it is a goal of the community to maintain and improve its physical appearance and to reduce the adverse effects of illegal disposal and littering;

WHEREAS, involvement and education of the citizenry is critical to the establishment of an effective local solid waste program;

WHEREAS, the State of North Carolina has placed planning responsibility on local government for the management of solid waste;

WHEREAS, NC General Statute 130A-309.09A(b) requires each unit of local government, either individually or in cooperation with other units of local government, to update the Ten Year Comprehensive Solid Waste Management Plan at least every three years;

WHEREAS, the Madison County Solid Waste Department, in cooperation with the Towns of Marshall, Mars Hill, Hot Springs and the Land-of-Sky Regional Council have undertaken and completed a long-range planning effort to evaluate the appropriate technologies and strategies available to manage solid waste effectively;

NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BOARD OF

\_\_\_\_\_:  
That Madison County's 2006 Ten Year Comprehensive Solid Waste Management Plan is accepted and endorsed and placed on file with Clerk to the Board on this day, \_\_\_\_\_ 200\_\_.

ATTEST:

**APPENDIX B**

**COPY OF NOTICE FOR PUBLIC MEETING**

# Affidavit of Publication

Madison County, North Carolina

Before the undersigned, witnesses, qualified and authorized to witness, Jason Propst who deposes says:

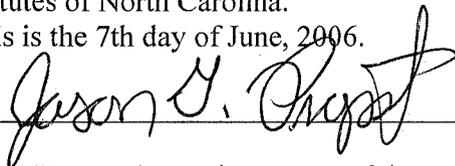
That he is the GENERAL MANAGER engaged in the publication of a newspaper known as:

**NEWS-RECORD & SENTINEL** published and issued in the Town of Marshall and entered as periodical class mail in the Town of Marshall, in Madison County, North Carolina; that he is authorized to make this affidavit and sworn statement; that the notice or other legal advertisement, a true copy of which is attached hereto, was published in the NEWS-RECORD & SENTINEL on the following dates:

May 31, June 7, 2006

And that the said newspaper in which such notice, paper, document or legal advertisement was published, a newspaper meeting all the requirements and qualifications of Section 1-597 of the General Statutes of North Carolina.

This is the 7th day of June, 2006.

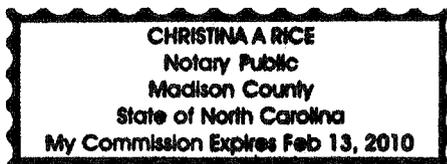


Jason Propst, General Manager of the NEWS-RECORD & SENTINEL

State of NC, County of Madison  
Signed before me this 7th day of June, 2006.



Notary Public



## NOTICE OF PUBLIC HEARING MADISON COUNTY SOLID WASTE MANAGEMENT PLAN THREE-YEAR UPDATE

The Madison County Solid Waste Director will be available for public comment on the three-year update of the Solid Waste Management Plan at **9:30 a.m. on Wednesday, June 14, 2006 in room 26 at the County Administration Offices** located on the Hwy 25-70 Marshall by-pass. Prior to the Public Hearing, the Plan may be reviewed at any of the following locations after May 31, 2006: Hot Springs Town Hall, Mars Hill Town Hall, Marshall Town Hall, the County Manager's office in the Madison County Court House, and the Madison County Solid Waste Department at 271 Craig Rudisill Road in Marshall. The Plan may also be reviewed via Internet by going to the Madison County Web Site, <http://www.madisoncountync.org/> and clicking through "Solid Waste/Landfill" to "Solid Waste Management Plan". Residents are invited to provide written or oral comments regarding the Plan at the Public Hearing. (No response will be initiated over the Internet.)

Published: May 31, June 7, 2006

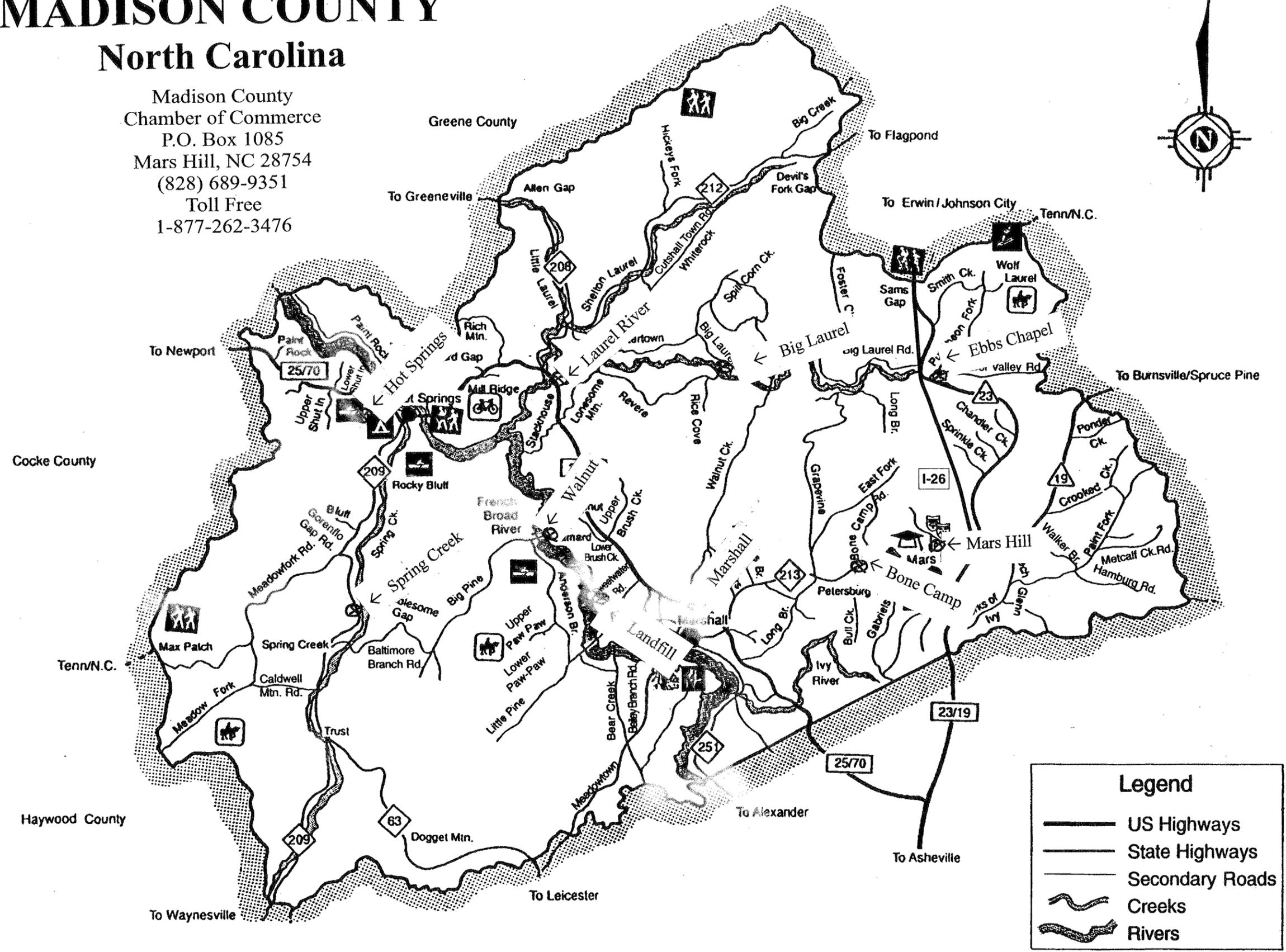
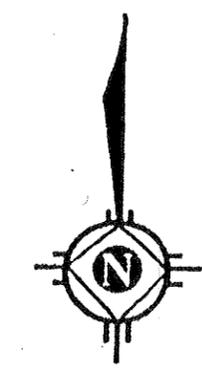
**APPENDIX C**

**MAP OF MADISON COUNTY FACILITIES AND  
DISPOSAL SITES**

# MADISON COUNTY

## North Carolina

Madison County  
 Chamber of Commerce  
 P.O. Box 1085  
 Mars Hill, NC 28754  
 (828) 689-9351  
 Toll Free  
 1-877-262-3476



### Madison County Visitors Center Mars Hill, North Carolina

You are invited...  
 "Come and sit a spell in a rocking chair on the front porch, enjoy the peaceful atmosphere of a small college town, just relax, and take in the beauty of the mountains of Western North Carolina from the Madison County Visitors Center." Our staff of local volunteers knows the county and looks forward to answering your questions, providing materials or maps, giving directions, and having an opportunity to meet you... our guest.

Our Visitors Center is located at 75 Anderson Street in the town of Mars Hill. We are located one mile west of exit 11 off 19/23. Our visitors center is located on Anderson Street just past CVS on the right before you reach Main Street. We're just a 30 minute drive north of Asheville and an hour from Johnson City, Tennessee. Stroll around the college campus, visit shops with local handmade gifts, enjoy a meal, or see a real estate agent if you decide to stay with us.

We are open everyday of the week just to be sure we're here when you arrive.  
 Hours are 10:00am until 4:00pm Monday through Saturday and on Sundays from 1:00pm until 4:00pm.

Toll Free 1-877-262-3476  
 or 828-680-9031  
 or  
 828-689-9351

PO Box 1085  
 Mars Hill, NC 28754

Email: [MadisonTourism@main.nc.us](mailto:MadisonTourism@main.nc.us)

[www.madisoncounty-nc.com](http://www.madisoncounty-nc.com)

## Equipment

### Landfill:

1. 1995 White GMC Roll – off truck used to take containers to and from collection centers (we have 2 of these trucks).
2. 1985 Kenworth Tractor used to move trailers at the transfer station.
3. 2000 New Holland Farm tractor used for landfill maintenance.
4. 2001 Komatsu – Wheel Loader used to load trash into trailers at the transfer station.
5. Various 20 yd, 30yd, and 40 yd open top containers used to hold and transport waste.
6. 1986 ford rear loader trash truck used for the Sandy Mush curbside pick-up.

### Recycling:

1. 1984 TMC Forklift for moving materials such as bales of cardboard.
2. Toledo Pallet Scale used to weigh bales of cardboard.
3. Pique Patriot Vertical Baler used to bale recycled cardboard.
4. Thermflo Freon Remover used to remove Freon from white goods.
5. Slotted 40 yd open top container for hauling recycled glass to Curbside Management.
6. 1991 Ford ton truck for hauling recycled materials such as tires and cardboard.
7. 2000 Ford ton 350 used for pulling cardboard trailers to and from collection centers.
8. 1995 Ford ton truck used as a back-up for the 2000 Ford 350.
9. 1992 Kebleco 100 Trackhoe used to load white goods into roll – off containers.
10. 1993 and 1998 Case Unloaders used to load recyclables and white goods.
11. Various 40 yd containers used to store and transport recyclables.
12. Various goose-neck trailers for collecting and transporting cardboard to and from collection centers.

### Demo:

1. 1980 International Dump truck used to haul materials such as dirt.
2. 1991 Ford Dump truck used to haul materials such as dirt.
3. 1988 Finn Hydroseeder used to sow seeds and irrigation.
4. Sheepsfoot Roller 10' used to pack dirt.
5. 1991 Caterpillar Track Loader used to move materials in the demo landfill.
6. 1991 John Deere Dozer used to move and cover materials in the demo landfill.

### Collection Centers

1. Various open top containers to separate and collect waste.

2. Trailers for collecting cardboard.
3. Compactors for MSW.
4. Small Buildings for separating and storing recyclables.

# **APPENDIX D**

## **QUICK WASTE STREAM ANALYSIS**

### Quick Waste Stream Analysis

This analysis seeks to identify the presence of basic materials in a community's waste stream. The analysis uses waste stream factors from the North Carolina Market Assessment report and data from the 2004-05 Local Government Solid Waste Management Annual Reports. County reports include all municipal recycling tonnages (unless noted). "Local Tonnage" represents estimated generation from residential, institutional, commercial sources. The whole waste stream is not represented here. "Current recovery" reflects LG recycling efforts only and is taken from the Local Government Solid Waste Management Annual Reports; no private sector recovery is included. "Total Recovery" does not include special wastes. If a local government's recycling is performed by the county or another municipality, recovery numbers may not be accurately represented in this analysis. This sheet may contain errors due to rounding and may not include all materials recovered by a local government. It should be noted that private sector recovery in your community may be substantial.

Quick Waste Stream Analysis For: <b>MADISON COUNTY</b>					
<b>STATISTICS</b>			Recovery (lbs/capita): <b>156.88</b>		
Community Population (7/1/04):	<b>20,204</b>		Ave. Municipal Recovery (lbs/capita):	<b>109.10</b>	
Total FY 04-05 Recovery (tons):	<b>1,584.77</b>		Ave. County Recovery (lbs/capita)*:	<b>111.50</b>	
* (County recovery includes municipalities)					
Material	Local Tonnage	Current Recovery	Tons Left In Waste Stream	Percent Recovered	Average LG Recovery
<b>Total Paper</b>	<b>5,450.49</b>	<b>494.86</b>	<b>4,955.63</b>	<b>9.1%</b>	<b>12.0%</b>
Newsprint	739.45	-	739.45	0.0%	48.0%
Corrugated Cardboard	2,232.84	134.62	2,098.22	6.0%	9.9%
Magazines	144.65	-	144.65	0.0%	5.0%
Office Paper	489.03	-	489.03	0.0%	1.4%
Mixed Paper	1,776.24	360.24	1,416.00	20.3%	3.3%
Other Paper	68.29	-	68.29	0.0%	16.2%
<b>Total Glass</b>	<b>731.14</b>	<b>131.04</b>	<b>600.10</b>	<b>17.9%</b>	<b>16.1%</b>
Clear	365.57	58.97	306.60	16.1%	14.1%
Green	190.10	32.76	157.34	17.2%	14.5%
Amber	175.47	39.31	136.16	22.4%	22.1%
<b>Total Plastic</b>	<b>1,080.28</b>	<b>49.76</b>	<b>1,030.52</b>	<b>4.6%</b>	<b>3.9%</b>
PETE	206.78	24.00	182.78	11.6%	12.5%
HDPE	357.79	25.76	332.03	7.2%	4.7%
Other Plastic	515.71	-	515.71	0.0%	10.0%
<b>Aluminum Cans</b>	<b>116.83</b>	<b>6.75</b>	<b>110.08</b>	<b>5.8%</b>	<b>10.5%</b>
<b>Steel Cans (Bi-Metal)</b>	<b>203.86</b>	<b>21.00</b>	<b>182.86</b>	<b>10.3%</b>	<b>8.8%</b>
<b>White Goods</b>	<b>302.30</b>	<b>699.46</b>	<b>-397.16</b>	<b>231.4%</b>	<b>52.2%</b>
<b>Pallets and Wood Crates</b>	<b>1,171.73</b>	<b>25.00</b>	<b>1,146.73</b>	<b>2.1%</b>	<b>2.8%</b>
<b>Food Wastes</b>	<b>2,258.51</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>
<b>Textiles (post consumer)</b>	<b>486.79</b>	<b>5.09</b>	<b>481.70</b>	<b>1.0%</b>	<b>0.1%</b>
<b>Electronics</b>	<b>131.76</b>	<b>2.37</b>	<b>129.39</b>	<b>1.8%</b>	<b>0.4%</b>
<b>Commingled Tonnage</b>	<b>N/A</b>	<b>13.97</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>
<b>Other Materials Collected</b>					
Other Metal	N/A	135.47	N/A	N/A	N/A
Other Wood	N/A	-	N/A	N/A	N/A
-	N/A	-	N/A	N/A	N/A
-	N/A	-	N/A	N/A	N/A
-	N/A	-	N/A	N/A	N/A
<b>Special Wastes</b>					
Used Oil (Gallons)	35,747.63	6,055.00	29,692.63	16.9%	6.0%
Used Oil Filters (# Filters)	33,103.32	-	33,103.32	0.0%	0.3%
HHW (tons)	N/A	3.54	N/A	N/A	N/A

# **APPENDIX E**

## **WASTE REDUCTION GOAL SHEET**

## WASTE REDUCTION GOAL SHEET

### N.C. LOCAL GOVERNMENT TEN YEAR SOLID WASTE MANAGEMENT PLAN

Local government name: Madison County and the Municipalities of Hot Springs, Mars Hill and Marshall, NC

Previously established FY 2012-2013 waste reduction goal: 10% per capita.

After considering your government's current and projected solid waste activities, resources, population and economic growth, will the FY 2012-2013 waste reduction goal change? Yes

If Yes, what is the revised FY 2012-2013 waste reduction goal? N/A % (see below)

Established a new FY 2008-09 waste reduction goal of 5% from FY 2005-06 (a 26% increase from FY 1991-92 baseline)

Establish a new FY 2015-2016 waste reduction goal of 10% from 2005-06 (a 20% increase from FY 1991 – 92 baseline).

### WASTE REDUCTION CALCULATIONS

To provide 10 years of solid waste management planning, as per General Statute 130A-309.09A(b), waste reduction goals are updated. Use the following chart to determine the tonnages needed to manage, without landfilling, to meet waste reduction goals for FY 2015-2016.

CALCULATIONS	FY 2008-2009	FY 2012-2013*	FY 2015-2016
1. Baseline year per capita disposal rate (FY 1991-1992 unless alternate approved by Section)	.68	.68	.68
2. Percent waste reduction goal	(26)%	NA	(20)%
3. Targeted per capita disposal rate (Subtract line 2 from 1.0 and multiply result by line 1)	.86	NA	.82
4. Estimated population for July 2009 and July 2016 (Available at <a href="http://demog.state.nc.us/">http://demog.state.nc.us/</a> under the link: County Projected Annual Populations, 2010-2019)	20,348	NA	21,734
5. Projected tonnage for disposal at baseline disposal rate (Multiply line 1 by line 4)	13,837	NA	14,779
6. Targeted annual tonnage for disposal (Multiply line 3 by line 4)	17,499	NA	17,822
7. Targeted annual tonnage to reduce (Subtract line 6 from line 5)	(3,662)	NA	(3,043)

\* Madison County has chosen to set new waste reduction goals targeted for the next 3 year update scheduled in 2008-09 and for the 10 year planning period ending 2015-16. Previous waste reduction goals set for 2012-13 were determined unpractical and irrelevant and no new goals were set for this year.

# **APPENDIX F**

## **PLANNING ELEMENTS SHEET**

**PLANNING ELEMENTS**  
**NC LOCAL GOVERNMENT 10 YEAR SOLID WASTE MANAGEMENT PLAN**

Circle appropriate element

PLANNING YEARS 2006 through 2016

Reduction

Collection

Recycling & Reuse

Composting & Mulching

Incineration (with / without energy recovery)

Transfer outside geographic area

Disposal

Education with community & through schools

Special Waste

Illegal Disposal/Litter

Purchasing Recycled Products

Disaster Response

COMPLETED ACTIONS	INCOMPLETE ACTIONS		NEW/ REVISED ACTIONS		
KEY ACTIONS	KEY ACTIONS	WHY INCOMPLETE?	KEY ACTIONS	DATE DUE	ESTIMATED TONS DIVERTED IN 10TH YEAR
<p><u>Source Reduction:</u></p> <ul style="list-style-type: none"> <li>- County assist Towns</li> <li>- industrial assistance</li> </ul> <p><u>Recycling:</u></p> <ul style="list-style-type: none"> <li>- Improved market prices</li> <li>- Industrial assistance</li> </ul> <p><u>Reuse:</u></p> <ul style="list-style-type: none"> <li>- Industrial assistance</li> </ul>	<p><u>Source Reduction:</u></p> <ul style="list-style-type: none"> <li>- small business workshop</li> <li>- dual stream</li> </ul> <p><u>Recycling:</u></p> <ul style="list-style-type: none"> <li>- Reduced clean wood tip fees</li> </ul> <p><u>Reuse:</u></p> <ul style="list-style-type: none"> <li>- C&amp;D stream</li> <li>- Industry</li> <li>- Paint Swap</li> </ul>	<p>Budget</p> <p>Cost</p> <p>Budget impact</p> <p>Staff/budget</p> <p>Tech feasibility</p> <p>Cost/staffing</p>	<p><u>Planning:</u> Solid Waste Advisory Committee</p> <p><u>Source Reduction:</u></p> <ul style="list-style-type: none"> <li>-Junk Mail cards &amp; public education,</li> <li>- Industrial assist</li> </ul> <p><u>Collection:</u></p> <ul style="list-style-type: none"> <li>- Sandy Mush center</li> </ul> <p><u>Recycling:</u></p> <ul style="list-style-type: none"> <li>- school \$ donations</li> <li>- increased convenience</li> <li>- increased information</li> <li>- reduced tip fees on clean wood/pallets</li> </ul> <p><u>Reuse:</u></p> <ul style="list-style-type: none"> <li>- Public outreach</li> <li>- chipped yard waste</li> <li>- industrial pallets</li> </ul>	<p>FY 2006 - 07</p> <p>FY 2006 -07</p> <p>FY 2006 – 07</p> <p>FY 2008-09</p> <p>FY 07-08</p> <p>FY 07-08</p> <p>FY 06-07</p> <p>FY 07-08</p> <p>FY 06-07</p> <p>FY 07-08</p> <p>FY 06-07</p>	<p>NA</p> <p>15 tons</p> <p>30 tons</p> <p>NA</p> <p>717 tons</p> <p>165 tons</p>

			<u>Compost/Mulch:</u> - Back yard compost FY 07-08 - Pallet legislation FY 09-10 - reduced tip fees FY 07-08		1,111 tons
	<u>Education:</u> - school Adopt a Hwy program	Not attempted	<u>Education:</u> - School recycling coordinators FY 06-07 - Civic presentations FY 06-07 - LOSRC MELC FY 06-07 - New brochures FY 06-07 - Increased press FY 06-07 - Use of Re3 FY 06-07 - School Adopt a Hwy Program FY 08-09		Unknown
<u>Special Wastes:</u> - Permanent HHW facility	<u>Special Wastes:</u> - CES Project HERO for oil	Not attempted	<u>Special Wastes:</u> - Increased education FY 06-07		12 tons
<u>Illegal Disposal &amp; Litter:</u> - Citizen Stream Cleanup	<u>Illegal Disposal &amp; Litter:</u> - Enforcement employee	Budget	<u>Illegal Disposal &amp; Litter:</u> - Enforcement Employee FY 08-09 - Promotion of Adopt a Hwy program FY 06-07 - White goods grant FY 07-08		NA
<u>Buy Recycled:</u> - SW dept. purchases recycled paper	<u>Buy Recycled:</u> - Adopted policy	Not attempted	<u>Buy Recycled:</u> - Purchase of recycled content bins	As needed	NA

# **APPENDIX G**

## **EMERGENCY PREPAREDNESS PLAN**

**Storage of Waste During Disasters:**

Madison County historically has not maintained a plan for disposing of solid wastes created during natural disasters. However, as part of the previous plan, the Madison County Solid Waste Department worked with the Madison County Emergency Management Office to formulate a plan for storage of such debris.

If a disaster occurs, solid waste will be stored in the following areas:

1. Walnut	Old school ballfield
2. Hot Springs	Existing ballfield
3. Marshall	Football practice field
4. Mars Hill	Existing ballfields

The entire Emergency Operations Plan for Madison County is attached.



Ronald Wilcox  
Superintendent, Madison County Schools

6-28-04  
Date

[Signature]  
County Finance Officer

6-15-04  
Date

[Signature]  
Building Inspector

6-7-04  
Date

Jennifer Anderson  
Emergency Medical Services Director

6-7-04  
Date

[Signature]  
Social Services Director

6-7-04  
Date

[Signature]  
Health Director

6-18-04  
Date

Medical Center Disaster Coordinator

Date

[Signature]  
Medical Examiner

6-22-04  
Date

Mental Health Director

Date

[Signature]  
County Transportation Director

6-7-04  
Date

[Signature]  
Maintenance Director

6-7-04  
Date

STATEMENT OF APPROVAL

The undersigned agree to the responsibilities assigned to their organization in Madison County Emergency Operation Plan.

*Harmon J. Ponder*  
Chairman, County Board of Commissioners 6/14/04 Date

\_\_\_\_\_  
Member, County Board of Commissioners \_\_\_\_\_ Date

*[Signature]*  
Member, County Board of Commissioners 6-14-04 Date

*[Signature]*  
Member, County Board of Commissioners 6/14/04 Date

*[Signature]*  
Member, County Board of Commissioners 6-14-04 Date

\_\_\_\_\_  
Mayor, Hot Springs \_\_\_\_\_ Date

\_\_\_\_\_  
Mayor, Marshall \_\_\_\_\_ Date

\_\_\_\_\_  
Mayor, Mars Hill \_\_\_\_\_ Date

\_\_\_\_\_  
County Manager, Madison County \_\_\_\_\_ Date

*[Signature]*  
Fire Marshal, Madison County 6-7-4 Date

*[Signature]*  
Coordinator, Emergency Management Agency 6-7-4 Date

*[Signature]*  
Sheriff, Madison County 6-7-04 Date

*[Signature]*  
Communications Director 6-7-4 Date

# MADISON COUNTY EMERGENCY OPERATIONS PLAN

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## MADISON COUNTY LOCAL GOVERNMENT CONTACT LIST

OFFICE	CONTACT PERSON	PHONE
Agriculture Extension	Ross Young	649-2411
Animal Control	Crystal Maney	649-3190
Board of Education	Stewart Coates	689-5799
Board of Elections	Ronnie Jordan	649-3731
Building Inspections	Ryan Cody	649-3766
Child Support	Pat Franklin	649-9142
Clerk of Court	Bill Briggs	649-2531
Community & Economic Dev.		649-1696
Community Centers	Chris Maney	649-2722
County Manager		649-2854
E-911	Stewart Coates	649-3602
Emergency Management	Stewart Coates	649-9608
Finance Officer	Michael Wallin	649-2521
Fire Marshal	Stewart Coates	649-9608
Funeral Home's	Blue Ridge	680-9963
	Madison	649-9163
Health Department	Buck Wilson	649-3531
Landfill	Jim Brown	649-2311
Madison County School Supt. Dr. Ronald Wilcox		649-9276
Mental Health		
National Forest Service	Paul Bradley	682-6146
	Hot Springs Office	622-3202
NC Forest Service	Tony Webb	649-3821
Parks & Recreation	Lynn Bowles	649-3635
Public Works	Allen Hunter	649-9593
Sentinal	Fred Hughes	649-1075
Sheriff	John Ledford	649-2721
Social Services	Flossie Ball	649-2711
Tax Supervisor		649-3014
Town Hall	Hot Spring	622-7591
	Marshall	649-3031
	Mars Hill	689-2301
Transportation	Chris Maney	649-2219

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EMERGENCY OPERATIONS PLAN

## FOREWORD

The Madison County Emergency Operations Plan was developed to address multiple hazards, which threaten a jurisdiction. Through use of a functional format, the document encourages an Integrated Emergency Management System (IEMS) approach to disasters; and fosters prompt, efficient and coordinated response operations by elements of the emergency organization. IEMS requires a system-wide integration of skills, people and resources. IEMS recognizes that plans developed for one type of emergency are extremely useful for other emergency situations and a significant amount of emergency operational capability can be established by addressing broadly applicable functions.

This document presents a basic plan, which serves as a summary to thirteen (13) functional annexes. The annexes define who will do what and when in emergency situations. Defining the roles of each response agency reduces the confusion, chaos and conflict during emergency; and significantly decreases vulnerability of the public and their property to hazardous threats.

This document meets the requirements of FEMA planning guidance, CPG 1-8 and CPG 1-8A, and the legal responsibilities identified in North Carolina General Statutes, Chapter 166-A. It provides all the necessary elements to insure that local government can fulfill its legal responsibilities for emergency preparedness.



**MADISON COUNTY EMERGENCY  
OPERATIONS PLAN**

**INSTRUCTIONS FOR USE**

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

**Basic Plan:**

To be used by chief executives and policy officials.

**Annexes:**

Address the specific functions for use by the operational managers.

**Appendices:**

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

Copies of this plan are distributed to the following:

Madison County Managers Office

Madison County Emergency Management Office Town's of:

Hot Springs

Marshall

Mars Hill

Madison County Sheriffs Department

Madison County Emergency Medical Services Madison

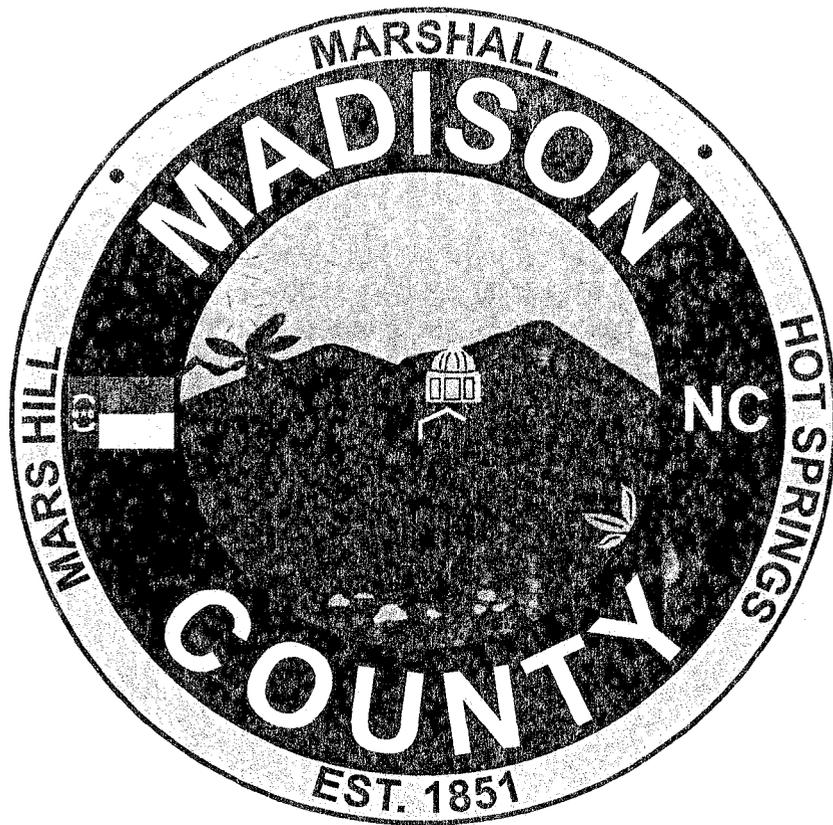
County Department of Social Services Madison County

Health Department

NC Highway Patrol

Madison County Fire Marshall





BASIC PLAN

GLOSSARY

SAMPLE ORDINANCES

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
BASIC PLAN**

**I. PURPOSE**

This plan predetermines actions to be taken by the government agencies and private organizations of Madison County to reduce the vulnerabilities of people and property to disaster and establish capabilities to respond effectively to the actual occurrence of a disaster.

**II. SITUATION AND**

**ASSUMPTIONS A. Situation**

1. Madison County is located in North Carolina Emergency Management Area "14" and FKMA Region IV. Its geographic location is the Northwestern section of the State. It is bound on the East by Yancey County, and South by Buncombe County, on the North by Unicoi, Green and Coker Counties Tennessee, and on the West by Haywood County. The current population of the County and the municipalities within the County is 19,635. The projected population by 2010 is 22,129.
2. The major traffic arteries are:  
  
Interstate 26, US.19, US.23, US. 25-70, NC 231, NC 209, NC 63, NC 208, NC 212. There is one major gas or fuel pipeline in the County. Railways consist of a single and double tracks of the Norfolk Southern system from the Tennessee line to the Buncombe County line.
3. Many hazards exist within or near the County which have the potential to cause disasters of such magnitude as to warrant centralization of the direction and control (EOC) function in order to conduct effective and efficient emergency operations. Potential hazards (natural, technological and civil disturbances) for Madison County are:
  - a. Terrorist attack and civil disturbance
  - b. Major Fires (Forest and Urban)
  - c. Severe Winter Storms
  - d. Hazardous Materials
  - e. Communications and Power Failure
  - f. Flooding
  - g. Earthquake
  - h. Tornado
  - i. Drought
  - j. Landslides
  - k. High Winds
  - l. Mass Casualty (plane crash, bus accidents, weapons of mass destruction)
  - m. Agriculture / Damage or Loss
4. Direction and control of normal day-to-day emergencies is performed by senior on-scene emergency response personnel (i.e. law enforcement, fire, rescue, EMS) in accordance with local ordinances, policies and procedures.

5. The Town's of Hot Springs, Marshall and Mars Hill within the county may exercise independent direction and control of their own emergency resources, outside resources assigned to the town by the County EOC, and resources secured through existing mutual aid agreements with other municipalities. Requests for state/federal government assistance will be directed to the County EOC (Emergency Management Coordinator prior to activation).
6. Centralized countywide direction and control (EOC activation) is desirable when one or more of the following situations occur:
  - a. there exists an imminent threat to the public safety/health on a large scale;
  - b. extensive multi-agency/jurisdiction response and coordination are necessary to resolve or recover from the emergency situation;
  - c. local resources are inadequate/depleted and significant mutual aid, state and/or federal resources must be utilized to resolve the emergency situation;
  - d. the disaster affects multiple political jurisdictions within the county which are relying on the same emergency resources to resolve the emergency situation;
  - e. local emergency ordinances are implemented to control the emergency situation.
7. The County Emergency Operating Center serves as the central direction and control point for countywide emergency response activities.
8. The primary County Emergency Communications and Operating Center (EOC) is located in the Madison County Communications Center.
9. In the event the primary EOC is inoperable, an alternate EOC may be established in the Mars Hill Fire Department, located in the Mars Hill Fire Department.
10. The County Warning Point (Communications Center); will normally initiate notification and warning.
11. Broadcast media will be relied upon to assist in the dissemination of warning to the general public.
12. Operational telephone and/or radio communications may be utilized to notify public officials, EOC staff, emergency personnel and others as required.
13. Emergency service vehicles are available for warning the general public.

14. Numerous federal and state law enforcement agencies are available to support local law enforcement agencies within the County. In the event that these services need to be expanded.
15. Fire prevention, control and rescue operations are daily problems faced by fire service personnel. Several hazards become more significant during emergency situations including nuclear incidents and hazardous materials accidents.
16. In an emergency there is frequently a need for manpower and equipment to remove obstructions or clear a way to an accident site for emergency debris removal and for restitution of essential utilities.
17. Depending on the nature of a disaster, complications may include general health problems traumatic injury, communicable disease, contamination of food and water and mental health ailments.
18. Several emergency situations may require evacuation of part of the County. Small-scale, localized evacuations may be needed as a result of a hazardous materials incident, major fire, or other incident. Large-scale evacuation may be needed in the event of a county-wide disaster.
19. A hazard and demographic analysis has been completed which identifies the types of threats, the areas and the population in the County that are most vulnerable to these threats. Facilities and populations that pose special problems have also been identified.
20. An evacuation may require substantial physical resources for transportation, communication and traffic control. Available public and private resources have been identified.
21. Large scale disasters may necessitate rapid evacuation of hospitals, nursing and non-ambulatory populations.
22. There are several emergencies for which shelters may be required including severe storms, tornadoes, floods, hazardous material accidents, and fires.
23. An initial damage assessment (IDA) will provide a basis for the determination of actions and resources needed, the establishment of priorities, the allocation of local government resources in the disaster area during the early stages of the recovery effort, and what, if any, outside assistance will be required to restore the affected area to pre-disaster condition.

#### B. Assumptions

1. Officials of Madison County are aware of the possible occurrence of an emergency or major disaster and their responsibilities in the execution of this plan and will fill these responsibilities as needed.

2. Implementation of this plan will reduce or prevent the loss of lives and damage to property.
3. The designated EOC will be activated upon the threat or Occurrence of a major emergency/disaster and designated personnel will report to the EOC in a timely fashion.
4. The County EOC facility and equipment is adequate for coordinating county-wide emergency operations.
5. Sufficient procedures have been developed to effectively direct and control disaster operations/recovery.
6. Emergency operations and coordination at all levels of government will be carried out according to plans and procedures.
7. It is assumed that the communications system will survive and/or withstand the effects of a disaster.
8. Current forms of the communications system may necessitate augmentation in order to provide sufficient warning to the general public and special populations.
9. Local print and broadcast media will cooperate in broadcasting and publishing disaster related instructions to the public.
10. Demand for information may be very heavy therefore, sufficient staff will be and trained.
11. Existing fire and rescue personnel and equipment will be able to cope with most emergency situations through the use of existing mutual aid agreements. When additional support is required, assistance can be obtained from state and federal agencies.
12. Town's of Hot Springs, Marshall and Mars Hill Public Works and Madison County Maintenance Departments have a limited but immediate capability to provide emergency services for debris removal, restitution of essential utilities and shelter upgrading.
- 13.. A large scale emergency may result in increased demands on hospitals, EMS and health medical personnel.
14. Many of the injured will be transported to medical facilities by people other than medical personnel.
15. Resources available through area and regional medical, health and mortuary services mutual aid agreements will be provided.
16. When local resources can no longer meet the demand of the situation, State agencies will be contacted to provide additional resources and/or to assume control of the response.

17. Catastrophic disasters may affect large areas of the County and medical resources may be damaged, destroyed, or unavailable.
18. Sufficient warning time will normally be available to evacuate the threatened population.
19. The principal mode of transportation will be private vehicles.
20. Particular areas of the County, or special populations within the County, will need additional time to accomplish an evacuation.
21. The public will both receive and understand official information related to evacuation. The public will act in its own interest and will evacuate dangerous areas promptly when advised to do so.
22. If there is sufficient advanced warning, some residents will evacuate prior to being advised to do so by public officials.
23. Most evacuees will seek shelter with relatives or friends rather than accept public shelter.
24. Some residents may refuse to evacuate regardless of warnings.
25. Some people will lack transportation. Others who are ill or disabled may require vehicles with special transportation capabilities.
26. Sufficient in-county sheltering exists to meet the needs of an evacuation during emergencies or disaster.
27. Implementing damage assessment procedures will expedite relief and assistance for those adversely affected.

### **III. CONCEPT OF OPERATION**

#### **A. General**

1. As required by General Statutes 166A-2, it is the responsibility of County government to protect life and property from the effects of hazardous events.
2. The County Emergency Operating Center (EOC) will be staffed and operated as the situation dictates.
3. The Chairman or Mayor of the jurisdiction direct evacuation and shelter activation necessary.
4. The primary Emergency Broadcast System (EBS) Station is WHBK-AM radio located in Marshall, North Carolina. The Chairman of the County

Commissioners, or his representative, will be in contact with WHBK-AM during times of emergency.

5. As the emergency situation develops, the Chairman or Mayor (as defined in GS 14-2BB.1) of the jurisdiction may declare a State of Emergency to exist within the jurisdiction (or a part thereof) and begin implementing emergency procedures.
6. The Chairman of the County Commissioners, assisted by the County Manager and County Emergency Management Coordinator, will coordinate and control County resources and advise municipalities of needs or progress.
7. Termination of a State of Emergency shall be declared by the authority by whom it was proclaimed. **(Reference ATTACHMENT 2 TO APPENDIX 5, PROCLAMATION TERMINATING A COUNTY STATE OF EMERGENCY).**

#### B. Comprehensive Emergency Management

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

#### C. Federal Response Plan Interface

1. When a disaster overwhelms the capability of State and Local governments, resources of the federal departments and agencies may be needed.

2. Local governments will use their normal channel for requesting assistance and/or resources, i.e. through the Area Emergency Management Office to the State EOC. If State resources have been exhausted, the State will arrange to provide the needed resource(s) using the Emergency Support Functions as described in the Federal Response Plan.
3.
  - a. The Federal Response Plan establishes the basis for fulfilling the Federal Government's role in providing response and recovery assistance to a State and its affected local governments impacted by a significant disaster of any kind which results in a required Federal response.
  - b. Under the plan, departments and agencies having various authorities and resources have been assigned primary and support agency responsibilities for various Emergency Support Functions.
  - c. These Emergency Support Functions will work in concert with State agencies to provide the needed resource(s).
  - d. Under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, a Federal Coordinating Officer will be appointed as the President's representative to coordinate overall delivery of Federal assistance. Federal departments and agencies have been assigned missions to provide assistance, directly to the State, under the overall direction of the Federal Coordinating Officer.

## V. DIRECTION AND CONTROL

A. Direction and Control provides for an efficient response to an emergency<sup>1</sup> by coordinating all response and recovery activities through one central location. The Emergency Operating Center (EOC) is the base of operation for all emergency management activities for the County. Members of the Emergency Management organization will be familiar with plans and procedures to cope with an emergency. The Chairman, County Commissioners, or designee will decide whether to activate the EOC. The overall direction and control of emergency activities in a crisis situation is vested with the Chairman, County Commissioners.

B. Upon declaration of an emergency or attack warning the Chairman of County Commissioners, County Manager, and EMC will operate from the EOC.

C. Initially, emergency operations will be conducted locally with little or no outside assistance or coordination.

D. On-site direction and control will be established by the senior officers of the emergency service having primary responsibility for the situation utilizing an Incident Command System (ICS).

## **VI. CONTINUITY OF GOVERNMENT**

### **A. General**

The possibility that emergency and disaster occurrences could result in disruption of government functions necessitates that all levels of local government and their departments develop and maintain procedures to ensure continuity of government. These procedures will name who will be the decision-makers if an elected official or department head is not available.

### **B. Line of Succession**

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

### **C. Preservation of vital Records**

1. It is the responsibility of the elected officials to insure that all legal documents of both a public and private nature recorded by designated officials be protected and preserved in accordance with existing laws, statutes, and ordinances.
2. Each department/agency is responsible for the preservation of essential records to ensure continued operational capabilities.

### **D. Relocation of Government**

1. The County provides for the relocation of the governing, body to the EOC during times of emergency if necessary.
2. If the primary EOC is determined inoperable, the governing body will relocate to the alternate EOC facility as needed.

## **VII. ADMINISTRATION AND LOGISTICS.**

### **A. General**

1. The emergency services dispatching operations center operates continuously 24 hours per day and is administered by the Communications Director.
2. The operational readiness of the EOC is the responsibility of the Emergency Management Coordinator.

## B. Records and Reports

1. Records of expenditures and obligations during emergency operations must be maintained by County and town governments.
2. Narratives and operational journals of response actions will be kept.

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

## D. Non-Discrimination

1. There will be no discrimination on grounds of race, color, religion, nationality, sex, age, or economic status in the execution of disaster preparedness or disaster relief and assistance functions.
2. This policy applies equally to all levels of government, contractors, and labor unions.

## E. Agreements and Understandings

1. Agreements and understandings must be entered into by duly authorized officials and should be formalized in writing whenever possible prior to emergency situations.
2. Should local government resources prove to be inadequate during emergency operations, requests for assistance will be made to other jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings. Requests for State and Federal resources must be made through the local Emergency Management Coordinator to the Area Office. From there, such requests are forwarded to the State EOC.
3. Organizations tasked with responsibilities in the implementation of this plan are responsible for providing their own administrative and logistical needs and for the preparation and maintenance of a resource list for use in carrying out their emergency responsibilities.

## VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The County Manager will insure development and annual review of this plan is conducted by all officials involved and will coordinate necessary revision efforts. That shall include review of those portions of the plan actually implemented in an emergency.

B. TESTING OF THE PLAN

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

**IX. AUTHORITIES AND REFERENCES**

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

1. Public Law 93-288 as amended by Public Law 100-707
2. National Security Decision Directive #259
3. N.C. General Statutes, Chapter 166A
4. N.C. Executive Order 73
5. N.C. Gener91 Statutes 115C-242 (6)
6. N.C. General Statutes Article 36A of Chapter 14
7. N.C. Executive Order 43
8. N.C. General Statutes 147-33

B. The following listed authorities are included as appendices to this plan:

1. Madison County Emergency Management Ordinance (Reference APPENDIX 2, Attachment 1)
2. Madison County State Ordinance (Reference APPENDIX 2, Attachment 2)

## BASIC PLAN APPENDIX I

### GLOSSARY

**All Hazards Shelter** -Public or private building that provides adequate protection to the population from the blast, fire and radiation generated by k nuclear explosion.

**Annex (functional)** -Parts of the EOP that begin to provide specific information and direction; should focus on operations, what the function is and who is responsible for carrying it out, emphasize responsibilities, tasks, procedures, and operational actions that pertain to the function being covered, including activities to be performed by anyone with a responsibility under the function. Should clearly define and describe the policies, procedures, roles, and responsibilities inherent in the various functions, before, during, and after any emergency period.

**Appendix, Hazard-specific (of Annex)** -addresses each hazard that threatens the jurisdiction. Unique characteristics of various hazards will not be adequately covered in the functional annexes; to properly treat such unique factors is the purpose or role of the hazard-specific appendixes to the functional annexes.

**CERCLA** -The Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (Superfund) regarding hazardous substance releases into the environment and the cleanup of inactive hazardous waste disposal sites; establishes authority to tax chemical and petroleum industries to finance a \$1.6 billion response trust fund (the Superfund or Fund), and provides broad Federal authority to respond directly to releases or threatened releases of hazardous substances and pollutants or contaminants that may endanger public health or welfare or the environment. EPA is primarily responsible for implementing Superfund. Under CERCLA, EPA may take legal action to force those responsible for hazardous substance releases to clean them up or to reimburse EPA for costs or cleanup. Reauthorized via SARA. (Codified as: 42 USC 9601 et. seq.)

**Command Post** -A centralized base of operations established near the site of a hazardous materials incident.

**SERC** -State Emergency Response Commission for the state in which the facility is located. Oversees local committees' information and operations; approves submitted local response plans; intermediary between Federal and local. Officials in SARA compliance. See "SERC."

**LEPC** -The Local Emergency Planning Committee for the Emergency Planning District in which the facility is located; required by federal law and some state laws to develop contingency plans (for planning districts as set forth by the state Commission).

**Community Emergency Coordinator** -A person appointed for the local emergency planning committee (pursuant to SARA), who makes determinations necessary to implement plans, and who receives official emergency notification of releases.

**Community Information Coordinator** -Official designated by the Committee to receive and public requests for facility information required under Title III.

**Comprehensive Emergency Management (CEM)** -An integrated approach to the management of emergency programs and activities for all four emergency phases (mitigation, preparedness, response, and recovery), for all types of emergencies and disasters (natural, manmade, and attack), and for all levels of government (local, State, and Federal) and the private sector.

**Congregate Care Facilities (CCF)** -Public or private buildings in the host areas planned for use to lodge and care for evacuees. Generally, assigned space is approximately 40 square feet per person.

**Continuity of Government** -Plans and procedures for ensuring the survival and operational capabilities of governmental processes and lines of succession. This includes the protection and maintenance of agency and departmental vital records.

**Damage Assessment/Estimation** -The conduct of on the scene surveys following any disaster to determine the amount of loss or damage caused by the incident. Extent of damage is assessed in all types of disasters such as flash flood, tornado, winter storm, hurricane, nuclear power incident, and chemical explosion.

**Department of Crime Control & Public Safety (CCPS)** -The North Carolina department responsible for state crime control and disaster preparation and response.

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

**Division of Emergency Management (EM)** -The North Carolina state agency tasked with protecting the general public from the effects of natural or manmade disasters.

**Emergency Broadcast System (EBS)** -A voluntary network of broadcast stations and interconnecting facilities, which have been authorized by the Federal Communications Commission to disseminate information during an emergency, as provided by the Emergency Broadcast System Plan. EBS is made up of AM, EM, and TV Broadcast Stations and non-governmental electronic communications operating in a voluntary organized manner during natural/manmade emergencies or disasters at national, state, or local levels. This system keeps the public informed.

**Emergency Management** -Organized analysis, planning, decision-making, assignment, and coordination of available resources to the mitigation of, preparedness for, response to, or recovery from major community-wide emergencies. Refer to local and state emergency legislation.

**Emergency Management Assistance (EMA)** -FEMA program of financial contributions to assist the States and their political subdivisions to develop a capability, for civil defense by assisting them on a 50-50 funds-matching reimbursement basis.

**Emergency Management Coordinator (EMC)** -The Emergency Response person responsible to the Direction and Control Group for coordinating the response activities of the combined government, industry, and public forces at work in the disaster.

**Emergency Medical Service's (EMS)** -Local medical response teams, usually rescue squads or local ambulance services which provide medical services during a disaster.

**Emergency Operations Center (EOC)** -The protected site from which civil government officials (municipal, county, State, and Federal) exercise centralized direction and control in an emergency. Operating from an EOC is a basic emergency management concept. For effective emergency response, all activities must be centrally directed and coordinated. The person-in-charge of the disaster directs the response from this location, and all community officials assigned primary emergency response tasks coordinate their actions from this center. The EOC should have adequate work space, be supplied with maps, status boards, etc. which are visible to all EOC staff, and have communications capability so that the EOC staff may communicate [with their departments and field forces. The EOC also serves as a resource Center and coordination point for additional field assistance. It provides executive directives and liaison to state and federal government, and considers and mandates protective actions. The EOC may be partially activated with key staff persons meeting periodically, or it may be fully activated, thus operating on a continuous 24-hour basis, depending on the situation.

**Emergency Operations Plan (EOP)** -An all-hazards document, which briefly, clearly, and concisely specifies actions to be taken or instructions to be given in the event of natural disasters, technological accidents, or nuclear attack. The plan identifies authorities, relationships, and the coordinated actions to be taken based on predetermined assumptions, objectives, and existing capabilities.

**Emergency Public Information** -Information disseminated primarily in anticipation of an emergency, or at the actual time of an emergency; in addition to providing information as such, frequently directs actions, instructs, and transmits direct orders. Includes rumor-control processes. During an emergency it is essential that the community have the capability to disseminate, in a timely manner, official emergency public information. An effective public information program is instrumental in saving lives and limiting the loss of property. A Public Information Official (PIO) must be appointed to provide a single source of information to the media. Information thus will be non-conflicting, and key officials will be free to concentrate on the response. The PIO must have the capability to fully utilize the media to provide fast, accurate, official information and instructions to the public. A center should be designated where press conferences will be given and news releases issued. This will be the only source of information for the media, so that key emergency operating facilities and activities will not be disrupted by media attempts to gain access. (See PIAT and JPIC)

**Emergency Response** -The response to any occurrence which results, or is likely to result, in a release of a hazardous substance due to an unforeseen event.

**Emergency Response Guidebook (ERG)** -published and distributed by DOT for response personnel's initial use on-scene at HazMat events. Latest issue is dated "2000." Earlier editions should be discarded.

**Emergency Worker** -Workers employed during an emergency to work specifically in disaster roles such as debris removal, engineering services, dike construction, water removal, etc. Also any person engaged in operations required to minimize the effects of a fixed nuclear facility emergency.

**Environment** -Water, air, and land, and the interrelationship, which exists among and between them and all living things.

**EPA** - U.S. Environmental Protection Agency; primary CERCLA agency; chair of NRT. Title III Hotline (800) 535-0202; in Washington, D.C. (202) 479-2449, 8:30 a.m. -4:30 p.m. Monday -Friday. (Also known as CEPP Hotline.)

**Evacuation** -A population protection strategy involving orderly movement of people away from an actual or potential hazard, and providing reception centers for those without their own resources for temporary relocation.

**Evacuee** -That individual which is moved to an area of less risk.

**Exercise** -Maneuver or simulated emergency condition involving planning, preparation, and execution; carried out for the purpose of testing, evaluating, planning, developing, training, and/or demonstrating emergency management systems and individual components and capabilities, to identify areas of strength and weakness for improvement of emergency plan (EOF).

**Exercise Scenario** -Background detail (domestic, international, political, military, etc.) against which an exercise is conducted.

**Exposure/Exposed** -When an employee is subjected to a hazardous chemical in the course of employment through any route of entry (inhalation, ingestion" skin contact or absorption, etc.), and includes potential (e.g., accidental or possible) exposure.

**SARA Extremely Hazardous Substance** -EPA list of 300-plus substances named in Appendix of 40 CFR Part 300, as described in SARA section 302(a) (2). Section 302, 303 and 304 of CERCLA apply to these substances. Length of list may be altered by EPA review process.

**Federal Emergency Management Agency (FEMA)** -A federal agency tasked with national emergency preparedness and disaster response. Responsibilities include assistance in all aspects of community planning, preparedness and response to the full range of likely disasters and emergencies, including recommendation for a Presidential declared disaster area and administration of disaster funds. Provides a range of expertise and administrative skills in community preparedness planning via state emergency offices. It also deals in flood insurance, temporary emergency housing, training of state and local emergency response personnel and funding of preparedness projects and functions.

**Fire Department** -A paid or voluntary professional fire department with jurisdiction over Local Emergency Response; receives reports from facilities under Title III.

**Flash Flood Warning** -"Means a flash flood is imminent within an area, take immediate action.

**Flash Flood Watch** -Indicates that a flash flood is possible or probable within an area, stay alert.

**Foreseeable Emergency** -Any potential occurrence such as, but not limited to, equipment failure, rupture of containers, or failure of control equipment which could result in an uncontrolled release of a hazardous chemical.

**Full Protective Clothing** -Clothing that will, prevent gases, vapors, liquids, and solids from coming in contact with the skin. Full protective clothing includes the helmet, self-contained breathing apparatus, coat and pants customarily worn by firefighters (turn-out pr bunker coat and pants), rubber boots, gloves, bands around legs, arms and waist, and face mask, as well as covering for neck, "ears, and other parts of the head not protected by the helmet, breathing apparatus, or face mask.

**General statute (G.S.)** - The specific form of state law, codified and recorded for reference.

**Hazard** -Any situation that has the potential for causing life, property, and the environment.

**Hazard Analysis** -A process used by emergency managers to identify and analyze crisis potential and consequences.

**Hazard Identification** -The Hazard Identification is part FEMA's CPG 1-35, of the "Hazard Identification, Capability Assessment, and Multi-Year Development Plan" (HICA/MYDP, op. cit.) information system, which is completed (and updated annually) by State and local emergency management organizations. The Hazard Identification provides a structured approach for identifying those hazards judged by local officials to pose a significant threat to their jurisdiction.

**HazMat, Hazardous Materials** -any substance or material in a particular form or quantity which the Secretary of Transportation finds may pose an unreasonable risk to health, safety, and property. Substances S6 designated may include explosive, radioactive materials, etiologic agents, flammable liquids or solids, combustible liquids or solids, poisons, oxidizing or corrosive materials, and flammable gases. Defined via rulemaking process, under authority of PL 93-633.

**Hazardous Materials Incident (Stationary)** -Uncontrolled, unlicensed release of hazardous materials from a fixed site.

**Hazardous Materials Response Team** - A team of specially trained personnel who respond to a hazardous materials incident. The team performs various response actions including assessment, fire fighting, rescue, and containment; not responsible for cleanup operations following incident.

**Hazardous Materials Transportation Incident** - Uncontrolled, unlicensed release of hazardous materials during transport outside a fixed-site operation.

**Hazardous Wastes** - Discarded materials that EPA regulates under authority of the Resource Conservation and Recovery Act (RCRA) (42 USC 6901 et. seq.) because of public health and safety concerns. Under RCRA, a hazardous waste is fully regulated from "cradle to grave"—that is, from its time of creation until properly discarded.

**Hurricane** - Pronounced rotary circulation, constant wind speed of 74 miles per hour (64 knots) or more.

**ICS - Incident Command System:** combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for management of assigned resources to effectively direct and control the response to an incident. Intended to expand, as situation requires larger resource, without requiring new, reorganized command structure.

**In-Place Sheltering** - Directing of personnel to remain in a building or seek shelter in a building or structure, in lieu of evacuation, for protection from a life safety threat, i.e. vapor cloud or explosion. In-place sheltering is defined as "the indoors sheltering of people to prevent external contact or inhalation of harmful chemicals". All air circulating devices should be shut off and windows and doors closed. It is anticipated in-place sheltering will last a short time, no more than a few hours.

**Integrated Emergency Management System (IEMS)** - A system, which allows improved capability by all levels of government to mitigate, prepare for, respond to, and recover from all disasters or emergencies. IEMS utilizes a strategy for implementing emergency management activities, which builds upon those functions which are common to preparedness for any type of occurrence; and which provides for special requirements of individual emergency situations. Seeks function-based plan annexes, which can be adapted to varied hazard events.

**Joint Public Information Center (JPIC)** - A center established near the scene of a disaster or emergency for issuing emergency information. It provides a central location for the joint issuance of accurate information to news media representatives by all levels of government and private industry. This center should be a large room with limited access, close to the scene, where the media can receive information and be provided with workspace. A JPIC is established for written and verbal news releases to the media. The Joint Public Information Center provides a central location where news media representatives can receive accurate current information concerning the incident. (See PIAT)

**Liability** - An obligation to do or refrain from doing something; a duty which eventually must be performed; and obligation to pay money; also used to refer to one's responsibility for his conduct.

**Liable** - To be responsible for; to be obligated in law. (See liability).      **Local**

**Government** - Political subdivision of the State.

**Mitigation** - Is an activity that actually eliminates or reduces the probability of a disaster occurrence, or reduces the effects of a disaster. Mitigation includes such actions as, zoning and land use management, safety and building codes, flood proofing of buildings, and public education.

**Mutual Aid Agreements** - Formal or informal understanding between jurisdictions that pledge exchange of emergency or disaster assistance.

**NOAA** - National Oceanic and Atmospheric Administration: central agency in development of CAMEO computer system for hazmat response and planning use, especially air-plume and surface-slick dispersion modeling. Functions under the Department of Commerce. Provides Scientific Support Coordinators (SSCs) in coastal and marine areas. SSCs serve as members of the OSC's staff, as scientific and technical advisors. Their capabilities include contingency planning, surface/subsurface trajectory forecasting, resource risk analysis, technical hazard data assessment and general communications. The SSC serves as principal point-of-contact for members of the scientific community.

**National Warning System (NAWAS)** - The Federal Warning System, used to disseminate warnings of imminent natural disaster or enemy attack into a Regional Warning System which passes it to the State Warning Points for action.

**National Weather Service (NWS)** - A Federal Agency tasked with forecasting weather and providing appropriate warning of imminent natural disaster such as hurricane, tornados, tropical storms, etc.

**On-Scene Commander** - Official who directly commands and allocates local resources and supervises all local operations at the scene.

**PL - Public Law**, citation referring to the session of Congress enacting the law followed by a number indicating the order of that Congress<sup>1</sup> laws in which it took effect.

**Public Information Officer (PIO)** - On-scene official responsible for preparing and coordinating the dissemination of public information in cooperation with other responding Federal, State, and local government agencies. Also called Public Affairs Officer (PAO).

**Reception Center** - A center established to register evacuees and to assess their needs. If an evacuation is ordered, suitable facilities to be used as reception centers must be designated. The centers will be used to register evacuees for emergency shelter or, if temporary shelter is not required because evacuees will stay elsewhere, to ascertain where they can be contacted. Persons requiring temporary shelter will be directed to a shelter location. (NOTE: Reception and shelter facilities may be at the same location.)

**Recovery** - Activity involves assistance to return the community to normal or near-standards. Long-term recovery may continue for a number of years after a disaster and seeks to return life to normal or improved levels. Recovery activities include, temporary

housing, loans or grants, disaster unemployment insurance, reconstruction, and counseling programs.

**Risk** - The probability that damage to life, property, and the environment will occur.

**Risk Analysis** - Assesses probability of damage (or injury) due to hazardous materials release and actual damage (or injury) that might occur, in light of the hazard analysis and vulnerability analysis. Some planners may choose to analyze worst-case scenarios. Use the Chemical Profiles in the CEPP technical guidance or a similar guide to obtain information.

**Risk Area** - An area considered likely to be affected by a release of a toxic chemical. Risk areas are based on recommended isolation distances (i.e., one-half mile radius in all direction and one mile downwind), identifiable land features (streets, addresses, rivers, etc.) and predominate wind direction.

**Rumor Control Center** -A center established to provide a contact point for the public to call for additional information. The center is located adjacent to the JPIC.

**SARA** -Superfund Amendments and Reauthorization Act of 1986 (PL99-499). Extends and, revises Superfund authority (in Title I & II). Title III of SARA includes detailed provisions for community planning and right to know systems.

**SERC** -State Emergency response Commission, designated by the Governor, responsible for establishing hazmat planning districts and appointing/overseeing Local Emergency Planning Committees.

**Shelter** -A facility to house, feed, and care for persons evacuated from a risk area for periods of one or more days. For the risk areas the primary shelter and the reception center are usually located in the same facility.

**Shelter Manager** -An individual who provides for internal organization, administration, and operation of a shelter facility.

**Staging Area** -A pre-selected location having large parking areas such as a major shopping area, schools, etc. The area is a base for the assembly of persons to be moved by public transportation to host jurisdictions and a debarking area for returning evacuees. Several of these areas should be designated to each evacuating jurisdiction.

**Standard Operating Procedures (SOP's)** -Set of instructions having the force of a directive; covering features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness, and implemented without a specific direct order from higher authority.

**State Emergency Operations Plan** -Plan designated specifically for State-level response to emergencies or major disasters; which sets forth actions to be taken by the State and local governments, including those for implementing Federal disaster assistance. (See EOP, op. cit.)

**State Emergency Response Team (SERT)** -A team of emergency response personnel from the Department of Crime Control and Public Safety who are dispatched to the scene of a disaster in order to evaluate conditions, offer advice, and coordinate all recovery activities.

**State Warning Point (SWP)** -The State Facility (State Highway Patrol Communications center) that receives warnings and other emergency information over NAWAS and relays this information in accordance with current directives.

**Traffic control Points** -Places along evacuation routes that are manned to direct and control movement to and from the area being evacuated.

**Tropical Depression** -Rotary circulation at surface, highest constant wind 38 miles per hour (33 knots).

**Tropical Disturbance** -,A moving area of thunderstorms in the Tropics that maintains it's identity for 24-hours or more. A common phenomenon in the tropics.

**Tropical storm** -Distinct rotary circulation, constant wind speed ranges 39-73 miles per hour (34-63 knots).

**Tornadoes** -Spawned by hurricanes sometimes produce severe damage and casualties. If a tornado is reported in your area, a warning will be issued.

**Vulnerability** -The susceptibility to life, property, and the environment to damage if a hazard manifests its potential.

**Vulnerability Analysis** -Identifies what is susceptible to damage. Should provide information on: extent of the vulnerable zone; population, in terms of size and types that could be expected to be within the vulnerable zone; private and public property that may be damaged, including essential support systems and transportation corridors; and environment that may be affected, and impact on sensitive natural areas and endangered species. Refer to the CEPP technical guidance or DOT's Emergency Response Guidebook to obtain information on the vulnerable zone for a hazardous materials release. A standard vulnerability analysis has been developed by EPA to assist communities in addressing sec. 303 of Title III.

**Warning** -The alerting of emergency response personnel and the public to the threat of extraordinary danger and the related effects of natural disasters and acts of civil disturbance or war.

**Warning Point** -A facility that receives warning and other information and disseminates or relays this information in accordance with a prearranged plan.

**Warning Signal** -An audible signal, sounded on public outdoor warning devices.

**Weapons of Mass destruction. (WMD)** - Any weapon or device that is intended, or has the capability, to cause death or serious bodily injury to a significant number of people through the release, dissemination, or impact of:

- A. Toxic or poisonous chemicals or their precursors;
- B. A disease or organism; or
- C. Radiation or radioactivity.

BASIC PLAN  
APPENDIX 2

ATTACHMENT 1

ACRONYMS AND ABBREVIATION

ARC	American Red Cross
ARES	Amateur Radio, Emergency Service Comprehensive
CCA	cooperative Agreement
CCF	Congregate Care Facility
CCPS	Crime Control & Public Safety (NC Dept. of)
CEM	Comprehensive Emergency Management
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFR	Code of Federal Regulations
COG	Continuity of Government; also Council of Governments
CPG	Civil Preparedness Guide
DAO	Damage Assessment Officer
DCI	Division, of criminal Information (formerly Police Information Network)
DHR	Department of Human Resources
DOD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice
DOT	Department of Transportation
DSS	Department of Social Services
BBS	Emergency Broadcast System
EHNR	Environment, Health, & Natural Resources (formerly NRCD)
EHS	Extremely Hazardous Substances

<b>EM</b>	Emergency Management
<b>EMA</b>	Emergency Management Assistance (Federal program)
<b>EMC</b>	Emergency Management Coordinator
<b>EMS</b>	Emergency Medical Services
<b>EMT</b>	Emergency Medical Technician
<b>EOC</b>	Emergency Operations Center
<b>EOF</b>	Emergency Operations Plan
<b>EPI</b>	Emergency Public Information
<b>FCC</b>	Federal Communications Commission
<b>FEMA</b>	Federal Emergency Management Agency
<b>FRC</b>	Fema Regional Coordinator
<b>GS</b>	General Statute
<b>HAZMAT</b>	Hazardous Material Incident
<b>IC</b>	Commander Incident
<b>ICS</b>	Command System Integrated
<b>IEMS</b>	Emergency Management System
<b>JPIC</b>	Joint Public Information Center
<b>LEPC</b>	Local Emergency Planning Committee
<b>NAWAS</b>	National Warning System
<b>NCDS</b>	North Carolina Division of Social Services
<b>NCEM</b>	North Carolina Division of Emergency Management
<b>NCERC</b>	North Carolina Emergency Response Commission
<b>NCGS</b>	North Carolina General Statutes
<b>NCNG</b>	North Carolina National Guard

<b>NCP</b>	National Contingency Plan
<b>NFPA</b>	National Fire Protection Association
<b>NHFC</b>	National Hurricane Forecast Center
<b>NOAA</b>	National Oceanic and Atmospheric Administration
<b>NWS</b>	National Weather Service
<b>osc</b>	On Scene Coordinator
<b>OSHA</b>	Occupational Safety and Health Act
<b>PIO</b>	Public Information Office
<b>PRORAD</b>	Radiation Protection
<b>RO</b>	Radiological Officer
<b>SAR</b>	Search and Rescue
<b>SARA</b>	Superfund Amendments and Reauthorization Act
<b>SBI</b>	State Bureau of investigation
<b>SERC</b>	State Emergency Response Commission (See NCERC also)
<b>SERT</b>	State Emergency Response Team
<b>USCG</b>	United States Coast Guard
<b>WERS</b>	Weapons Effect Reporting Station
<b>WMD</b>	Weapons of Mass Destruction

BASIC PLAN

APPENDIX 2

LAWS AND ORDINANCES

I. PURPOSE.

This Appendix references the different laws and ordinances that govern the emergency management program in Madison County.

II. APPENDIX CONTENTS

- BP. 2.1 Attachment 1, Madison County Emergency Management Ordinance
- BP.2.2 Attachment 2 Madison County State of Emergency Ordinance
- BP.2.3 Attachment 3, PART ONE, Proclamation of a County State of Emergency
- BP.2.3 Attachment 3, PART TWO, Proclamation Terminating a County State of Emergency

BASIC PLAN  
APPENDIX!  
ATTACHMENT I  
MADISON COUNTY EMERGENCY MANAGEMENT ORDINANCE Ordinance  
Number

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

Section 1. Short Title

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

Section 2. Intent and Purpose

- (1) It is the intent and purpose of this Ordinance to establish an office that will insure the complete and efficient utilization of all of the County of Madison's resources to combat disaster resulting from enemy actions or other disasters as defined herein
- (2) Madison County Office of Emergency Management will be the coordinating agency for all activity in connection with Emergency Management, it will be the instrument through which the Madison Board of Commissioners may exercise the authority and discharge the responsibilities vested in them during disaster emergencies.
- (3) This Ordinance will not relieve any County Department of the moral responsibilities or authority given to it in the County charter or by local ordinances, nor will it adversely affect the work of any volunteer agency organized for relief in disaster emergencies.

Sections.3 Definitions

- (1) The following definitions shall apply in the interpretation of this article:
  - (a) "Emergency Management" is the basic government functions of maintaining the public peace, health and safety during an emergency. This term shall include plans and preparations for protection and relief, recovery and rehabilitation from effects of an attack by the forces of an enemy nation or the agents thereof, or a disaster as defined herein. It shall not, however, include any activity that is the primary responsibility of the military forces of the United States.
  - (b) "Attack" shall mean direct or indirect assault against the County of Madison, its

government, its environs, or of the nation, by the forces of a hostile nation or the agents thereof, including assault by bombing, conventional or nuclear, chemical" or biological warfare, terrorism or sabotage.,

- (c) "Disaster" includes but is not limited to actual or threatened enemy attack, sabotage, extraordinary fire, flood, storm, epidemic, accident, chemical spill or other impending or actual calamity endangering or threatening to endanger health, life or property of constituted government.
- (d) "Emergency: Management Forces" shall mean the employees, equipment and facilities of all County departments, boards, councils, institutions and commissions and in addition, it shall include all volunteer personnel, equipment and facilities contributed by, or obtained from, volunteer persons or agencies.
- (e) "Volunteer" shall mean contributing a service, equipment or facilities to the Emergency Management agency without remuneration.
- (f) "Emergency Management Volunteer" shall mean any person duly registered, identified and appointed by the Coordinator of the Madison County Emergency Management Agency and assigned to participate in the Emergency Management Activity.
- (g) "Coordinator or Director" shall mean the Coordinator of the Madison County Emergency Management Agency, appointed as prescribed in this Ordinance.
- (h) "Regulations" shall include plans, programs and other emergency procedures deemed essential to emergency management.

#### Section 4. Organization and Appointments

(1) The organization shall consist of the following:

- (a) An agency of Emergency Management within the executive department of the Madison County Government under the direction of the Madison County Board of Commissioners. The agency head of the Madison County Emergency Management Agency shall be known as the Coordinator or Director and such assistants and other employees as are deemed necessary for the proper functioning of the agency will be appointed.
- (b) The employees and resources of all Madison County departments, boards, institutions, and Councils shall participate in the emergency management activities. Duties assigned to County departments shall be: the same as or similar to the normal duties of the department, where possible.
- (c) Volunteer personnel and agencies offering service to, and accepted by the County.

- (2) The Madison County Board of Commissioners shall appoint a Coordinator ,of the Madison Emergency Management Agency who shall be a person well versed and trained in planning operations involving the activities of many different agencies which will operate to protect the public health, safety and welfare in the event of danger from enemy action or disaster as defined in this Ordinance.
- (3) The Coordinator shall designate and appoint Deputy Coordinators to assume the emergency duties of the Coordinator in ,the event of his absence or inability to act.

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

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

## Section 6. Emergency Management Plans

(1) Comprehensive Emergency Management plans shall be adopted and maintained by resolution of the Madison County Board of Commissioners. In the preparations of these plans as it pertains to county organization, it is intended that the services, equipment and facilities and personnel of all existing departments and agencies shall be utilized to the fullest extent. When approved, it shall be the duty of all departments and agencies to perform the functions assigned by these plans and to maintain their portions of the plans in a current state of readiness at all times. These plans shall have the effect of law whenever a disaster, as defined in this Ordinance, has been proclaimed.

(2) The Coordinator shall prescribe in the emergency plans those positions within the disaster organization, in addition to his own, for which lines of succession are necessary. In each instance, the responsible person will designate and keep on file with the Coordinator a current list of, three (3) persons as successors to his position. The list will be in order of succession and will as nearly as possible designate persons best capable of carrying out all assigned duties and functions.

(3) Each service chief and department head assigned responsibility in the Plans shall be responsible for carrying out all duties and functions assigned therein. Duties will include the organization and training of assigned employees and where needed volunteers. Each chief shall formulate the Standing operating Procedure to implement the plans for his service.

(4) Amendments to these Plans shall be submitted to the Coordinator. If approved, the Coordinator will then submit the amendments to the Madison County Board of Commissioners with his recommendation for their approval. Such amendments shall take effect 30 days from the date of approval.

(5) When a required competency or skill for a disaster function is not available within government, the Coordinator is authorized to seek assistance from persons outside of government. The assignment of duties, when of a supervisory nature, shall also include the granting of authority for the persons so assigned to carry out such duties prior to, during, and after the occurrence of a disaster. Such services from persons outside of government may be accepted by local government on a volunteer basis. Such citizens shall be enrolled as Emergency Management volunteers.

## Section 7. No Municipal or Private Liability

(1) This ordinance is an exercise by the County of Madison of its governmental functions for the protection of the public peace, health, and safety, and neither the County of Madison nor agents and representatives of same, or any individual, receiver, firm, partnership, corporation, association, or trustee, or any of the agents thereof in good faith carrying out, complying with or attempting to comply with any order, rule or regulation promulgated pursuant to the provisions of this Ordinance shall be liable for any damage sustained to persons or property as the result of said activity.

(2) Any person owning or controlling real estate or other premises who voluntarily and without compensation grants the County of Madison the right to inspect, designate and use

the whole or any part or parts of such real estate or premises for the purpose of sheltering persons during an actual, impending or practice disaster situation shall not be civilly liable for the death of, or injury to, any persons on or about such real estate or premises Under such license, privilege or other permission or for loss of, or damage to, the property of such person.

Section 8. Violations

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

Section 9. Severability

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

Section 10. Conflicting Ordinances, Orders Rules and Regulations Suspended

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

Section 11. Applicability Extension

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

Section 12. Effective Date.

This Ordinance shall take effect on the \_\_\_ day of \_\_\_\_\_, 20 Mayor,  
City of Hot Springs Chairman \_\_\_\_\_

Mayor, City of Marshall Chairman \_\_\_\_\_

Mayor, City of Mars Hill Chairman \_\_\_\_\_

County Board of Commissioners \_\_\_\_\_

BASIC PLAN  
APPENDIX 2  
ATTACHMENT 2  
MADISON COUNTY STATE OF EMERGENCY ORDINANCE

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

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

Section 1. State of Emergency ; Restrictions Authorized

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

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

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

## Section 2. Proclamation Imposing Prohibitions and Restrictions:

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

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

## Section 3. Evacuation

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

## Section 4. Curfew

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

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

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

The proclamation may prohibit the possession or consumption of any alcoholic beverage; including beer, wine, and spirituous liquor other than on one's own premises, and may prohibit the transfer, transportation, sale or purchases of any alcoholic beverage within the area of the

County described in the proclamation. The prohibition, if imposed, may apply to transfers or alcoholic beverages by employees of Alcoholic Beverage Control stores as well as by anyone else within the geographical area described.

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

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

(b) "Dangerous weapon or substance" means:

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

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

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

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

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

#### Section 7. Restrictions on Access to Areas

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

(b) Areas to which access is denied or restricted shall be designated by the Sheriff and his subordinates or other law enforcement officer when directed in the proclamation to do so by the Chairperson. When acting under this authority, the Sheriff and his subordinates

may restrict or deny access to any area, street, highway or location within the county if that restriction or denial of access or use is reasonably necessary to promote efforts being made to overcome the emergency or to prevent further aggravation of the emergency

Section 8. The Proclamation may prohibit or restrict

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

Section 9. Removal of Prohibitions and Restrictions

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

Section 10. Superseding and Amendatory Proclamations

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

Section 11. Termination of Proclamation

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

Section 12. In Case of Absence or Disability of Chairperson

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

Section 13. Penalty for Violation

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

Section 14. Repeal of Conflicting Ordinances

All ordinances in conflict with the provisions of this ordinance are hereby repealed. Section 15.

Territorial Applicability

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

Section 16. Validity

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

Section 17. Effective Date of Ordinance

This ordinance shall take effect on the day of \_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

Chairman Madison County Board of Commissioners \_\_\_\_\_

**ATTACHMENT 3  
PART I PROCLAMATION  
OF A COUNTY STATE OF EMERGENCY**

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

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

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

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

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

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

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

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

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

**CHAIRMAN BOARD OF COMMISSIONERS**

**ATTACHMENT 3**  
**PART 2**  
**PROCLAMATION TERMINATION A**  
**COUNTY STATE OF EMERGENCY**

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

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

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

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

Section 5. This proclamation is effective immediately.  
Proclaimed this the \_\_\_\_\_ day of \_\_\_\_\_, at \_\_\_\_\_ (am/pm).

**CHAIRMAN, BOARD OF COMMISSIONERS**



APPENDIX 3  
ASSIGNMENT  
OF RESPONSIBILITIES

**MADISON COUNTY OPERATIONS PLAN  
ASSIGNMENT OF RESPONSIBILITIES  
APPENDIX 3**

**I. PURPOSE**

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

**II. GENERAL CONCEPTS**

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

**III. ORGANIZATION**

A. Policy/Administrative Group

- 1. The Madison County Emergency Policy/Administrative Group consists of the following:

- Madison County Commission Chairman/Designee
- County Manager
- County Finance Officer
- Emergency Management Coordinator
- Sheriff
- Damage Assessment Officer
- County Fire Marshal
- EMS Director
- Social Services Director

Amateur Radio Emergency Services Representative  
County Health Director and/or designee  
Medical Center Disaster Coordinator  
Mental Health Coordinator  
Superintendent of Schools  
American Red Cross Disaster Services Chairman  
Designees as Necessary

2. Town's of Hot Springs, Marshall and Mars Hill Emergency Policy/Administrative Group may consist of:

Mayor  
City Council  
City Clerk  
Police Chief  
Fire Chief  
Superintendent of Public Works  
Designees as Necessary

**RESPONSIBILITIES OF REPRESENTATIVES FOR THE TOWN'S OF HOT SPRINGS, MARSHALL AND MARS HILL ARE NOT INCLUDED IN THIS EOF.**

B. Support Groups

1. Support Groups consist of representatives from predetermined governmental and volunteer agencies such as secretarial, clerical, message handling, and telephone.
2. These groups are tasked with the implementation of Policy/Administrative decisions.

C. ASSIGNMENT OF RESPONSIBILITIES

1. Chairman, County Commissioners / Mayor's of Hot Springs, Marshall and Mars Hill
  - a. Carry out appropriate provisions of state general statutes, in addition to local ordinances relating to emergencies.
  - b. Request assistance from State government through the EM Coordinator, as needed, to control an emergency.
  - c. Perform direction, control, coordination, and policy-making functions as necessary to provide for optimum protection of public health and safety within the jurisdiction.
  - d. Declare and terminate a state of emergency when appropriate.

e. Issue and terminate the evacuation order when appropriate.

f. Request the assumption of state direction and control of the State of Emergency or evacuation, if required.

g. Assure the protection of public documents and public facilities during the emergency.

h. Nominate a Local Emergency Planning Committee (LEPC) as identified in Title III of the Superfund Amendments and Reauthorization Act of 1986 and in accordance with the policies of the North Carolina Emergency Response Commission (NCERC).

i. Provide general assistance to the state in minimizing the adverse social and economic aspects, of energy supply disruptions by encouraging recommended conservation programs both in the public and private sectors.

4. County Manager

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

3. Public Information Officer

- a. Establish procedures for the flow of information to the public in a disaster which shall include the Emergency Broadcast System (BBS).
- b. Arrange points of contact for releases of public information in an emergency and for briefings to media representatives when appropriate.
- c. Assist in the preparation and review of Emergency Public Information (EPI) Materials for all hazards affecting the County.
- d. Provide rumor control and publicize the telephone number of a rumor control line where official disaster information can be obtained by the public.
- e. Clear information as appropriate with the chief executive before release to the media.
- f. Ensure that EPI materials for visually impaired and non-English speaking groups are disseminated.
- g. Ensure that all sources of information being received are authenticated and verified for accuracy.
- h. Assist in handling inquiries and informing families about places of contact for missing relatives.
- i. Develop media advisories for the public.

4. Finance

- a. Ensure that financial records of expenditures are kept during emergencies.
  
- b. Establish and maintain a separate account of disaster related expenditures and expenses.
  
- c. Provide for the procurement of additional protective equipment, instruments, antidotes, and clothing for use in a hazardous chemical or radiological environment.
  
- d. Develop procedures for initiating and maintaining financial accounting records for all agencies during emergencies.
  
- e. Develop procedures for the procurement and delivery of essential resources and supplies on a timely basis.

5. Emergency Management Coordinator

- a. Perform assigned duties according to state statutes and local ordinances.
- b. Responsible for planning in accordance with, Federal and State guidelines and coordinating of emergency operations within the jurisdiction.
- c. Maintain current inventories of public information resources.
- d. Ensure regular drills and exercises are conducted to test the functions of the EOF annually.
- e. Identify resources county and private and maintain current inventories of County owned resources including sources and quantities and develop mutual aid agreements to control these resources.
- f. Request funding for maintaining equipment for radiation hazard evaluation and exposure control.
- g. Establish and equip the County Emergency Operating Center (EOC) to include primary and backup radio communications (fixed and mobile), and provide for operations on a continuous basis as required.
- h. Ensure adequate training for the emergency management organization.
- i. Ensure means are available within the jurisdiction to gather necessary information, i.e. fuel storage facilities, major distributors and end-user status, during the energy emergency status.
- j. Provide emergency information materials for the public including non-English Speaking groups.
- k. Prepare written statements of agreements with the media to provide for dissemination of essential emergency information and warning to the public, including the appropriate protective actions to be taken.
- l. Coordinate exercises and tests of the emergency systems within the jurisdiction.
- m. Maintain liaison with utility companies to arrange for back-up water, power and telephone service during emergencies.
- n. Maintain working relationships with the media and a current list of radio stations, television stations and newspapers to be used for public information releases.

- o. Alert and activate, as required, the County Emergency Management organization when informed of an emergency within the County.
- p. Receive requests for assistance from municipalities within the County and direct aid to areas where needed.
- q. Coordinate disaster assessment teams conducting field surveys.
- r. Conduct a public information campaign to disseminate disaster assistance information as necessary.
- s. Maintain listing of medical facilities.
- t. Collect data and prepare damage assessment reports
- u. Provide for the storage, maintenance, and replenishment/replacement of essential equipment and materials (medical supplies, food and water, radiological instruments, etc.)
- v. When requested, provide resources for special or critical facilities.
- w. Set priorities on available resources and implement resource controls to restore essential services.
- x. Develop a schedule for testing, maintaining and repairing EOC and other emergency equipment
- y. Develop and maintain the EOC Standard Operating Procedure including an activation checklist and notification /recall roster.
- z. Establish and maintain coordination with other jurisdictional EOCs as appropriate.
- aa . Provide for adequate coordination of recovery activities among private, state, and federal agencies/organizations.
- bb. Develop procedures to warn areas not covered by existing warning systems.
- cc Coordinate warning resources with neighboring counties.
- dd. Develop and maintain a public information and education program.
- ee. Assist the PIO in disseminating public information during emergencies.
- ff. Identify and develop procedures for potential evacuation areas in accordance with the County's hazard analysis.
- gg. Identify population groups requiring special assistance during evacuation (e.g. senior citizens, the very ill and disabled, nursing homes, prison populations, etc.) and assure

and they have evacuation procedures in place.

hh. Establish Disaster Assistance Centers if appropriate.

ii. Initiate the return of the population as soon as conditions are safe at the direction of the Chairman, Board of County Commissioners.

jj. Initiate the crisis upgrading and marking of shelters.

kk. Identify and survey congregate care shelter facilities which have lodging and mass feeding capabilities.

ll. Develop procedures to activate and deactivate shelters and ensure that ARC and DSS develop shelter SOPs.

mm. Establish public information and education programs on sheltering.

nn. Assist with designating facilities and arranging for the shelter needs of institutionalized or special needs groups.

oo. Designate shelter facilities in the reception area with the shortest commuting distance to the hazardous area for essential workers and their families

pp. Appoint a Damage Assessment Officer to coordinate overall damage assessment operations.

qq. Recruit damage assessment team members.

rr. Secure resources to support and assist with damage assessment activities (maps, tax data, cameras, identification, report forms, etc.).

ss. Establish a Utilities Liaison to coordinate information flow between the EOC and affected utilities.

tt. Assist with identification and notification of applicants that may be eligible for Public Assistance programs.

uu. Develop a flood warning system for areas in the county subject to frequent flooding, w. Appoint a

Radiological Officer or perform duties of that office, ww. Acquire., and provide radiological

monitoring equipment, xx. Coordinate overall radiological protection activities.

yy. Coordinate resource use under emergency conditions and provide a system to protect these resources

zz. Support the LEPC in maintaining liaison with facility emergency coordinators to ensure availability of current information concerning hazards and response to an incident

aaa. Ensure a critique of incident responses to assess and update procedures as needed.

bbb. Serve as the Community Emergency Coordinator as identified in SARA, Title III.

ccc. Assist the area staff and the energy policy council in obtaining the essential data for implementation of contingency plans

ddd. Assure coordination of planning efforts between jurisdictions (municipalities, counties, facilities, etc.) including the development of notification/warning, response, and, remediation procedures for covered facilities.

eee. Ensure serviceability of radiological monitoring instruments.

fff. Alert all emergency support services to the dangers associated with technological hazards and fire during emergency operations.

ggg. Advise decision makers on the hazards associated with hazardous materials.

## 6. Radiological Officer

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

7. Damage Assessment Officer (County/City Building Inspectors)
- a. Develop, review and annually update procedures for damage reporting and accounting.
  - b. Train personnel in damage assessment organization, techniques, and reporting procedures.
  - c. Maintain a current damage assessment team notification/recall roster.
  - d. Provide a system for submission of accurate, detailed and timely Initial Damage Assessment Reports to the EMC.
  - e. Inspect shelters to determine the need for emergency repairs, pest control, sanitation, or other protective measures.

8. Communications Director

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

9. Sheriff.

- a. Plan for conducting traffic control and other law enforcement operations throughout the County during disasters.
- b. Provide backup communications for EOC through mobile units if possible.
- c. Provide transportation for EOC personnel under emergency conditions, as warranted/necessary.
- d. Provide direction and control for law enforcement operations.
- e. Assist in warning and notifying the affected population of an existing or impending emergency.
- f. Assist in evacuation of the disaster area and movement to shelter,.
- g. Provide security and protection for the damaged area and critical facilities and control access to affected areas.
- h. Relocate and house prisoners when necessary during periods of evacuation.
- i. Coordinate additional law enforcement support with State Highway Patrol, other counties and the Town's of Hot Springs, Marshall and Mars Hill during response activities.
- j. Identify primary and alternate evacuation routes and the traffic control mechanisms needed to insure proper utilization of those routes.
- k. Establish staging areas in conjunction with fire departments, rescue squads and the County Transportation Director for evacuation.
- l. Direct reentry traffic into the evacuated area during recovery.
- m. Identify primary and alternate evacuation routes and the traffic control mechanisms needed to insure proper use of the routes.
- n. Advise the Emergency Management Coordinator of roadway conditions and support the removal of disabled vehicles or other blocks to evacuation.

10. Town's of Hot Springs, Marshall and Mars Hill Police

Department a. Maintain law and order within local jurisdiction, b.

Provide mobile units for warning operations, c. Provide security

for essential facilities within the town, d. Coordinate activities

with the Sheriff.

## 11. County Fire Marshal

- a. Plan for coordination of fire fighting operations throughout the County in time of disaster.
- b. In conjunction with law enforcement and the Transportation Coordinator, establish staging areas.
- c. Support the evacuation of special institutions and handicapped/disabled individuals,
- d. Provide search and rescue services support, e. Maintain fire security in evacuated areas,
- f. Survey shelter sites for fire safety.
- g. Analyze fire potential and identify fire service requirements,
- h. Develop mutual aid agreements.
- I. Prepare inventories of all fire equipment and personnel resources.
- j. Report or send designee to the EOC upon activation and coordinate with fire fighting operations.
- k. Assist in warning and notifying the affected population of an: existing or impending emergency.
- l. Coordinate fire fighting aid from other counties to the disaster site.
- m. Provide radiological and hazardous material decontamination and monitoring support and assist in the initiation of legal actions against parties responsible for release of hazardous materials.
- n. Provide fire protection for emergency shelters.
- o. Provide support personnel to assist in traffic control and damage assessment operations.
- p. Respond to and investigate all structure fires as the fire chief has determined cause and origin.

12. Incident Commander (IC)

a. Activate elements of the incident command system as needed, b.

Manage on-site incident operations.

c. Activate the pre-plan or implement the necessary steps to safeguard human life, property, and the environment in accordance with available guidance.

d. Appoint a Safety Officer and then other staff members as the situation requires in accordance with the jurisdiction's Incident Command System.

13. County Medical Services Coordinator

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

14. Social Services Director a. Plan for coordination of social services operations

during disaster.

- b. Coordinate with medical/health care facilities (e.g. nursing homes, rest homes, etc.) to insure development of emergency procedures in conjunction with appropriate agencies.
- c. Develop mutual aid agreements.
- d. Coordinate emergency activities during response and recovery with American Red Cross, Salvation Army, Aging, and other volunteer organizations to include shelter, feeding and clothing.
- e. Develop a crisis shelter stocking plan for DSS shelters.
- f. Train and provide shelter managers and personnel to operate DSS shelters.
- g. Identify evacuees within DSS shelters with special needs.
- h. Coordinate DSS mass feeding at shelters.
- i. Assist ARC in recruiting shelter staff.
- j. Maintain current internal notification/recall rosters.
- k. Report to EOC upon activation to assist in shelter operations.
- l. Coordinate, with health, mental health and other volunteer/non-volunteer agencies, both public and private to provide support personnel during sheltering.
- m. Maintain listing of nursing homes and send updated copies to EMC. n Provide space as available for temporary hospital/medical treatment facilities.

15. Amateur Radio Emergency Services : Provide communications between EOC and shelters and otherwise as directed.

- a. Develop procedures for emergency public health operations and act as a liaison for mental health care.
- b. Plan for inspection of food and water in shelters and issuance of instructions for decontamination, distribution and usage
- c. Coordinate environmental health activities for waste disposal, refuse, food, water control and vector/vermin control and sanitation.
- d. Provide support personnel to staff shelters.
- e. Coordinate with the Mental Health Coordinator to provide crisis counselors at shelters.
- f. Develop mutual aid agreements.
- g. Develop and implement health awareness and public information programs regarding personal health.
- h. Report to the EOC upon activation and provide direction and control for emergency health operations.
- i. Provide for medical needs of special needs population.
- j. Provide continuous health inspections and immunizations when appropriate to evaluate, detect, prevent and control communicable disease as well as the distribution of exposure inhibiting or mitigating drugs.
- k. Assist in determining hazardous chemical or radiation levels for emergency workers and determine appropriate exposures.
- l. Assume responsibility for the identification of medical debris, provide technical information and assist in the clean up and disposal to comply with state and federal safety and infection control standards as may be required to dispose of or prepare for shipment to the State Public Health Laboratory in Raleigh.

17. Medical Center Disaster Coordinator

- a. Provide direction and control for hospital staff during emergencies coordination of medical resources at health care facilities.
- b. Identify facilities that could be expanded into emergency treatment centers.
- c. Prepare procedures for reducing patient populations (e.g., discharge of less critically ill patients.)
- d. Implements hospitals disaster plans.
- e. Establish and maintain field and inter-hospital medical communications.
- f. Provide for emergency treatment and hospital care of disaster victims and arrange for a hospital triage team when appropriate.
- g. Dispatch triage physician and team to disaster site as requested
- h. Arrange for the restocking of medical supplies and equipment during the recovery phase.
- i. Provide for medical care of relocated persons at shelters and congregate care/reception centers.

18. Medical examiner

- a. Respond to notifications of fatalities from local authorities and establish an adequate morgue.
- b. Issue press releases in conjunction with the Public Information Officer.
- c. Develop procedures for the recovery, identification, registration and disposition of the dead. These procedures should include use of professionals and volunteers to sort, document, identify dead and the establishment of a morgue.
- d. Determine cause of death and issue death certificates.
- e. Notify next of kin and release remains and personal effects of the deceased.
- f. Coordinate with funeral directors, ambulance services, pathologists, ARC, dentists, X-ray technicians and law enforcement in a mass casualty incident.

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

20. Superintendent of Schools

a. Support transportation operations during evacuation and return, b.

Provide personnel to support evacuation and shelter operations.

c. Plan for transportation of County residents in a disaster, including special population groups (handicapped; elderly, etc.).

d. Coordinate transportation operations, and keep HOC advised of status.

e. Provide school facilities for temporary medical treatment facilities and shelters, as needed.

f. Maintain school transportation resources and provide for fuel support when refueling is necessary.

g. Direct the evacuation of school populations.

h. Coordinate with law enforcement, fire departments, rescue squad and transportation authority on designating staging areas, pick-up points and routes.

i. Obtain additional transportation resources, as needed from adjacent jurisdictions, the State and private sources.

j. Develop Mutual Aid Agreement and Evacuation Plan with the Madison County Transportation Authority Director.

21. American Red Cross Disaster Services Coordinator Provide

support personnel as requested.

b. Coordinate with Dept. of Social Services in providing shelter/mass care.

c. Develop a crisis shelter stocking plan for ARC shelters.

d. Provide shelter managers to operate ARC shelters.

e. Train shelter managers and staff for shelter operations.

f. Arrange for staffing of ARC shelters and feeding of evacuees.

g. Identify evacuees within ARC shelters with special needs.

h. Provide shelter management supplies.

I. Follow established mass care procedures.

j. Provide food for emergency workers and patients.

k. Answer inquiries and inform families on status of individuals injured or missing.

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

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



ANNEXA

DIRECTION AND CONTROL

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX A DIRECTION AND CONTROL**

**I PURPOSE**

This annex outlines the direction and control procedures for emergency operations and identifies the personnel, facilities and resources which will be utilized in the coordinated response activities.

**II. CONCEPT OF OPERATION**

**A. General**

1. Emergency operations shall include all activities which are directed toward reduction of the immediate hazard, establishing situation control and restoration of normal operations within the county.
2. The Madison County Emergency Management Coordinator is responsible for the activation/management of the EOC. He will activate, organize and operate the EOC in a flexible manner based on the magnitude of the situation.
3. The organizational structure of the EOC will be arranged according to the type of incident, agencies and/or jurisdictions involved, objectives and strategies selected to resolve the situation, and the demands of the emergency. The town's of Hot Springs, Marshall and Mars Hill will provide representation in the County EOC for inter-jurisdictional coordination when the event severely affects the jurisdiction or as requested.
4. The Chairman of the Board of Commissioners will be notified by the County Manager when EOC activation is warranted to direct and control emergency operations.
5. The EOC will be managed in accordance with the County EOC Standard Operating Procedures
6. On-scene activities of emergency response personnel will be managed utilizing an Incident Command System.

**B. Staffing**

Personnel assigned to the EOC will operate in one of five functional sections as assigned by the Emergency Management Coordinator:

1. The Executive Group, under the direction of the Chairman of County Commissioners, consists of the elected officials, jurisdictional management and liaison officials, jurisdictional Public Information Officer (PIO) and is responsible for the approval of policies and strategies pertinent to the emergency/disaster situation.

2. The Operations Group, under the direction of the Emergency Management Coordinator and consisting of the designated representatives of the agencies conducting emergency operations (law enforcement, EMS, fire, rescue others as appropriate), is responsible for the direct supervision of operations including the allocation of resources necessary to implement the approved strategies and policies and also conducting briefings of the EOC staff to assure coordination of information.

3. The Planning Group, consisting of the radiological officer, damage assessment officer and other technical advisors pertinent to the type of emergency/disaster, may be established to:

- a. collect, evaluate, display and disseminate information regarding the incident and status of resources;
- b. maintain a journal, post data and maintain status boards;
- c. analyze the predictable probable course of emergency incident events;
- d. develop strategies (action plans) and alternatives to control operations for the incident; and,
- e. anticipate requirements.

4. The Logistics Group, consisting of the communications/warning director, and representatives of emergency support agencies (ie. shelter and mass care, public works, communications, etc.), may be established to coordinate the acquisition of supplies, equipment and other resources (public and private) necessary and approved to resolve/recover from the emergency or disaster situation.

5. The Finance Group, under the direction of the County Manager, may be established to:

- a. compile and maintain documentation of purchases, acquisition and utilization of emergency supplies, equipment and other services;
- b. perform financial and cost analysis to develop conclusions on efficient methods of resolving and recovering from the emergency/disaster situation.

### **III. ORGANIZATION**

#### **A. Organization**

1. The onset of an emergency adds to the normal day-to-day role of existing agencies and organization within the county in order to protect the population land property. Where possible, the emergency responsibilities in this plan have been assigned similar to the day-to-day responsibilities of the agencies/organizations.

2. Through the County Office of Emergency Management, the County Board of Commissioners exercises its emergency responsibilities during emergencies and disasters to provide for the health and safety of the public.
3. The Emergency Management Coordinator is appointed in accordance with county personnel policy to manage the county emergency management program.
4. When activated, the EOC serves as a central, coordinating point for obtaining, analyzing, reporting and retaining disaster related information.
5. The first arriving emergency official with two-way communications capability will establish the initial Incident Command System (ICS), and will serve as the Incident Commander until relieved by appropriate senior personnel.
6. For long-term emergency/disaster situations, the "Incident Commander" will be designated by the on scene senior officials of the emergency response agencies, or by the County EOC (when activated) based on- the type, nature, or location of the incident.
7. In situations where the disaster effects are widespread (many incident sites), the EOC may elect to establish the county fire districts or any other distinguishable boundaries as the "incident site" in order to achieve a manageable span of control.
8. A single "Command Post" will be established near the scene of each emergency/disaster situation by the Incident Commander. Senior officials of the emergency agencies involved in the emergency response will report to this facility to afford optimum coordination. This facility will serve as the central command and control point for all on scene resources, and will disseminate pertinent situation information and resource requests to the County EOC.

#### **IV. DIRECTION AND CONTROL**

- A. The responsibility for the direction and control of disaster situations vested in the County Board of Commissioners and is routinely exercised through the Emergency Management Coordinator.
- B. The EOC is the operational area from which emergency response activities are directed, controlled and coordinated.
- C. The mechanics of the EOC operation are contained in the EOC Standard Operating Procedures (SOP).

## **V. CONTINUITY OF GOVERNMENT**

A. Staffing assignments for positions in the EOC will allow for continuous 24-hour operations. Selection and assignment of personnel will be the responsibility of the agency.

B. In the event that the primary EOC is not functional, the alternate EOC will be activated.

## **VI. ADMINISTRATION AND LOGISTICS**

A. Facilities to be used as an EOC are provided by Madison County. This includes furnishings, equipment and communications necessary for the operations staff. Expendable supplies and displays will be provided by the Emergency Management Office.

B. The mechanics of activating, arranging and internal functioning of the EOC are contained in the EOC SOP.



ANNEX B

COMMUNICATIONS

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX B  
COMMUNICATIONS**

**I Purpose**

This annex describes the County's communications systems and presents available communications sources, policies and procedures to be used by County government agencies during emergency situations.

**II. CONCEPT OF OPERATIONS**

**A. General**

1. Emergency communications systems and services used by the County are controlled by the Madison County Communications Director.
2. The County Warning Point is operated 24 hours a day and serves as the Emergency Communications Center.
3. The Emergency Communications Center will be expanded as required.
4. Emergency communications procedures will be implemented and backup capabilities activated as necessary.
5. Appropriate communications personnel will be notified. B.

**Specific**

**1. Telephone Service**

- a. Telephone service in the County is provided by Verizon , US Cellular, Nextel, AT&T, and Sun Com.
- b. The telephone companies will be provided with a list of essential users of telephone service.
- c. Essential users will receive priority telephone service during emergencies.

**2. Two-Way Radio Systems**

- a. The County two-way radio system is designated as a principal system to be used for Direction and control activities. It provides voice communications between mobile units operated by department heads or chiefs of emergency services and the County Emergency Communications Center. The principal operators are:
  - (1) Sheriff
  - (2) Emergency Management Coordinator

- (3) Fire Chiefs
- (4) EMS Coordinator
- (5) Town's of Hot Springs, Marshall and Mars Hill/Police/Maintenance

b. The following County departments, agencies and organizations operate two-way radio systems:

- (1) Sheriffs Department
- (2) Board of Education
- (3) County Volunteer Fire Department(s)
- (4) Town's of Hot Springs, Marshall and Mars Hill Police Department
- (5) Town's of Hot Springs, Marshall and Mars Hill Public Works Department
- (6) County Emergency Medical Service
- (7) Madison County Emergency Management Agency.
- (8) Madison County Health Department.
- (9) Madison County Transportation Department.

c. The following County volunteer organizations operate two-way radio systems:

- (1) Amateur Radio Emergency Service (ARES)

d. Other two-way communications systems which may be used to communicate with the State EOC during emergencies include:

- (1) Division of Criminal Information (DCI) {Formerly Police Information Network [PIN]}
- (2) North Carolina Inter-City Police Network
- (3) Amateur Radio Emergency Service (ARES) (Mayland Amateur Radio Club)
- (4) National Warning System (NAWAS)
- (5) State Emergency Management FM Voice Radio Network
- (6) Commercial Telephone
- (7) Satellite Radio and Telephone

e. The following communications systems can be accessed from the communication center:

- (1) Sheriff's Department Radio System
- (2) County Fire Protection Network
- (3) The Local Area Police Network
- (4) The public works/utilities network
- (5) Amateur Radio Emergency Services

#### 4. Other Communications Systems

The following communications systems are available but not operated from the communication center:

Madison County Transportation Authority

### **III. ORGANIZATION**

#### A. Organization

1. The Communications Director \_\_\_\_\_ is the principal coordinator for planning and developing of the emergency communications system.
2. The County Warning Point is the central control point for coordinating communications.

### **IV. DIRECTION AND CONTROL**

- A. The Madison County Emergency Management Coordinator will be notified when a major emergency situation has occurred or is imminent. The County EMC will then inform County officials in accordance with the County procedures.
- B. Authority to direct and control the use of communications systems and services available to County departments and agencies is delegated to Chief Dispatcher through the Madison County Communication Center.

## V. CONTINUITY OF GOVERNMENT

The line of succession is:

- A. Madison County Communications Director
- B. Chief Dispatcher
- C. Emergency Management Coordinator
- D. County Manager

## VI. ADMINISTRATION AND LOGISTICS

### A. Facilities and Equipment

1. The County Emergency Communications Center is equipped with communications equipment (radio, telephone, computers, etc.) allowing contact within the County, contiguous counties and the State EOC.
2. The organizations involved in emergency communications will follow the administrative and logistical procedures established by their individual agencies.

B. Training and Exercises -Radio operators of emergency response organizations are trained by their respective agencies.

### C. Security

1. Communications equipment is vulnerable during time of emergency particularly during periods of national emergency.
2. Communications personnel must possess appropriate security clearances to send or receive classified information.



ANNEX C

NOTIFICATION AND WARNING

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX C NOTIFICATION AND  
WARNING**

**I. PURPOSE**

This annex describes the process for staffing, operating and maintaining a warning system in the event of an emergency. It also provides instructions for dissemination of warning information to response agencies and the general public throughout the County.

**II. CONCEPT OF OPERATION**

- A. Emergency warning may originate at the national, state or local level of government. Timely warning requires dissemination to the public by all available means:
1. National Warning System (NAWAS)
  2. National Weather Service (NWS)
  3. Emergency Broadcast System (EBS)
  4. State Operated Two Way Radio Systems
  5. N.C. Division of Criminal Information (DCI) [Formerly PIN]
  6. Local Government
  7. Sirens, horns, or mobile
  8. Telephone
- B. Receipt and Dissemination of Warning
1. The N.C. Highway Patrol is the State Warning Point at the Raleigh Communications Center NAWAS and NWS alerts are received there from Federal agencies
  2. Warning received from the site of an emergency is normally reported to the County Warning Point.
  3. Notification of governmental officials and emergency response personnel from the County
- C. Warning Point will follow established procedures.
- Dissemination of Warning to major emergencies will be by:
1. Siren system
  2. Emergency Broadcast System (EBS)
  3. Weather alert radios
  4. Mobile public address systems as appropriate
  5. House to rouse alert by emergency personnel

C. Dissemination of Warning to Special Populations

1. Hearing impaired, special care groups, persons in group quarters and non-English speaking groups are notified by the most expedient means possible.
2. Public schools, hospitals and other special warning locations are notified by Emergency personnel at the County Warning Point.

### III. ORGANIZATION

A. Organization

1. The County Warning Point, located the Madison County Communications Center, serves on a continuous 24-hour basis from which key officials and the public can be alerted. The County Warning Point has the capability to simultaneously activate warning devices for the public.
2. The Emergency Broadcast System (BBS) provides an operational public warning capability to national, State and local governments.

### IV. DIRECTION AND CONTROL

- A. The Chairman of the County Commission or designee has the authority to direct and control the County warning system.
- B. The Communications Director is designated as the County Warning Coordinator and will follow established County warning procedures.

### V. CONTINUITY OF GOVERNMENT

A. The line of succession is:

1. On duty dispatcher
2. Chief dispatcher
3. Communications Director
4. Emergency Management Coordinator

B. Lines of succession for agencies that support the warning operation are in accordance with their agencies established policies.

## VI. ADMINISTRATION AND LOGISTICS

A. The County has the following warning systems available for use in an emergency:

1. Sirens at Volunteer Fire Stations
2. Two-Way Radio Systems Operated by the Madison County Communication Center.
3. Vehicle

B. Special needs populations in the County (e.g. handicapped; hearing impaired; non-English Speaking) will be identified to ensure that they are contacted during alert conditions.

C. Oral Agreements have been made with CPCS-1 station managers to disseminate information in accordance with this Annex.



ANNEXD

PUBLIC INFORMATION

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEXD EMERGENCY PUBLIC  
INFORMATION**

**I. PURPOSE**

This annex presents a plan of action to provide prompt, authoritative and understandable emergency information to the public for natural and technological emergencies and nuclear attack threat.

**II. CONCEPT OF OPERATIONS**

**A. General**

1. Emergency Public Information (EPI) efforts will focus on specific, event-related information.
2. This information generally will be of an instructional nature focusing on such things as warning, evacuation and shelter. It also is important, to keep the public informed of the general progress of events. A special effort will be made to report the facts as accurately as possible and provide advice concerning necessary protective actions. Rumor control will be a major aspect of the information program and will operate from the EOC.

**B. Execution**

1. Ongoing public education programs will be conducted to increase public awareness of potential hazards and necessary responses.
2. The County Public Information Officer (PIO) will coordinate with County media to provide information and education programs relating to emergency management.
3. EPI documents for major hazards will be<sup>1</sup> prepared and maintained during Normal periods of readiness. Documents will be camera-ready for immediate publication and dissemination. When evacuation is imminent, public information will expand its capabilities to answer public inquiries and prepare new or modified public announcements.
4. For the attack hazard, information about relocation will be, distributed to the population via the print and electronic media. EPI maps and instructions also will be used on TV and radio. A camera-ready EPI is on file at the Office of Emergency Management.

### **III. ORGANIZATION**

#### **A. Organization**

1. The Public Information Officer (PIO) is appointed by the Emergency Management Coordinator.
2. The County will establish an emergency information center at the EOC as a point of contact for the media during an emergency and provide necessary staff and equipment to support its operation.

### **IV. DIRECTION AND CONTROL**

- A. General -The Public Information Officer is responsible for all news releases and public information disseminated at the County level. In times of emergency the PIO will operate from the EOC if appropriate.
- B. Educational and Public Information Programs -The PIO will provide the media with information on new developments affecting emergency management. The PIO also will utilize other types of information and programs on emergency management such as delivering lectures or presentations, organizing tours of the EOC, distributing education brochures and showing films.

### **V. CONTINUITY OF GOVERNMENT**

The line of succession is:

1. County Chairman of the Board
2. County Manager
3. Emergency Management Coordinator

### **VI. ADMINISTRATION AND LOGISTICS**

- A. Media Organizations -A list of media organizations involved in local emergency Management programs can be found in the County Resource Manual.
- B. Films and Publications -Films, videos and publications dealing with various aspects of emergency management are available from various sources including the local, are and State Office of Emergency Management and the Federal Emergency Management Agency
- C. Accounting procedures to recover costs incurred for emergency operations will be established by the County Purchasing Finance Officer.



ANNEXE

LAW ENFORCEMENT

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX E LAW  
ENFORCEMENT**

**I. PURPOSE**

This annex provides for crime prevention, maintenance of law and order and traffic control during emergency situations.

**II. CONCEPT OF OPERATIONS**

- A. Emergency law enforcement operations will be an expansion of normal functions and responsibilities. These responsibilities will include maintenance of law and order, traffic control, crowd control and security.
- B. Law enforcement activities will remain under the control of the senior law enforcement officer for the jurisdiction in which the emergency operation is taking place.
- C. Law enforcement agencies will have responsibility for warning the public and traffic control in and near an evacuated area and in other areas of emergency operations.
- D. During periods of disaster the County Sheriff or designee will coordinate law enforcement operations from the County EOC. At the same time, municipal law enforcement agencies will be responsible for directing law enforcement activities within their local EOCs. Coordination among law enforcement agencies will ensure security for vacated hazard areas, essential industries, prisoners, evacuating populations and congregate care facilities and will establish roadblocks, checkpoint and traffic control, points and parking areas within reception areas.

**III. ORGANIZATION A.**

**Organization**

- 1. The County Sheriff is responsible for coordinating law enforcement operations within the County.
- 2. The Chief of Police is responsible for coordinating law enforcement operations within the city.
- 3. Routine law enforcement procedures will be followed during emergency situations if feasible.

#### **IV. DIRECTION AND CONTROL**

- A. The Sheriff is responsible for the direction and control of law enforcement activities during emergencies within the county.
- B. The Chief of Police is responsible for the direction and control of law enforcement activities during emergencies within the town.

#### **V. CONTINUITY OF GOVERNMENT**

- A. The chain of command within an organized law enforcement organization is established by senior rank and position to ensure continuous leadership and does not change during emergency operations.
- B. The line of succession is:
  - 1. Sheriff / Chief of Police
  - 2. Chief Deputy/Sergeant
  - 3. On duty deputy/city patrol officer
- C. Records vital to the law enforcement protected during emergency situations.

#### **VI. ADMINISTRATION AND LOGISTICS**

- A. Records and Reports -The sheriff/chief will maintain records and reports including expenditure reports, detailing law enforcement operations and activities during the emergency.
- B. Communications The communications network between County and municipal law enforcement agencies will make maximum use 'of available radio and telephone communication resources.
- C. Vehicle Passes -The decision to require passes will rest with the Chairman, County Board of Commissioners. The order for requiring passes will be issued from the EOC. The law enforcement agencies will be responsible for issuing passes upon the direction of the EOC.



ANNEX F

FIRE AND RESCUE

**MADISON EMERGENCY OPERATIONS PLAN  
MADISON COUNTY ANNEX F  
FIRE AND RESCUE**

**I. PURPOSE**

This annex provides for the coordination of rescue activities to ensure the safety of life and within the County during emergency situations.

**II. CONCEPT OF OPERATION**

- A. During emergencies, the fire and rescue service must be prepared to support each other utilizing available expertise, equipment and manpower.
- B. In an emergency which requires a number of emergency services (eg. fire, rescue, law enforcement, etc.) to respond, all units, regardless of service, will be coordinated by an incident commander.
- C. If fire or threat of fire is involved, the fire chief of the district in which the fire occurred is the incident commander.
- D. If no fire or threat of fire exists, the incident commander will be the senior member of the first arriving agency with two-way radio capabilities.
- E. Under the North Carolina Hazardous Material Right to Know Law, the Fire Chief should survey facilities within his jurisdiction to identify types and volume of hazardous materials located within the County. He should consider this information when developing response plans for hazardous materials accidents within the County. Coordination of, facility emergency response plans with the local Emergency Operations Plan will be included in fire service planning.

**III. ORGANIZATION A.**

**Organization**

- 1. Fire and rescue departments in Madison County are made up of organized and trained units utilizing volunteer personnel and serve a specific geographical area, providing service to local governments. The primary concern of these departments is the preservation of life and property within the county.
- 2. The control and prevention of forest fires is the responsibility of the state Division of Forest Resources. Through mutual aid agreements, local fire departments support the State Division of Forest Resources in this responsibility.

#### **IV. DIRECTION AND CONTROL**

- A. Direction and Control of local fire departments is exercised by the executive branch of government under the supervision of the Chairman of the County Commission.
- B. Coordination of fire service in an emergency is accomplished by the Fire Marshall utilizing mutual aid agreements and/or plans developed with local units and statewide, through the State Emergency Response Team.
- C. Coordination of Rescue in an emergency is accomplished by the Chief of the Local Fire Department, utilizing mutual aid agreements developed with adjoining counties and statewide through the North Carolina Association of Rescue Squads and the State Emergency Response Team.
- D. When the EOC is activated, the Fire Marshall and the chief or his designee of the Madison County Fire Department will normally be located in the EOC.

#### **V. CONTINUITY OF GOVERNMENT**

- A. The line of succession for fire is:
  - 1. Madison County Fire Marshall
  - 2. President of the Madison County Firefighters Association
  - 3. Vice President of the Madison County Firefighters Association
- B. The line of succession for rescue is:
  - 1. Madison County Fire Marshal
  - 2. President of the Madison County Firefighter Association
  - 3. Vice President of the Madison County Firefighter Association

#### **VI. ADMINISTRATION AND LOGISTICS**

- A. A listing of the personnel, equipment and supplies for fire and rescue services located in the County will be found in the County Resource Manual.
- B. Reports and records of fire services activities during an emergency/disaster will be collected and maintained by the fire chief of each fire department and the emergency management coordinator.
- C. Reports and records of rescue service activities during an emergency/disaster will be

collected and maintained by the Chief of the Fire Department and the emergency management coordinator.

D. Fire/rescue services will maintain current maps and charts and current notification/recall rosters.



ANNEX G

PUBLIC WORKS COUNTY MAINTENANCE

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX G PUBLIC  
WORKS/COUNTY MAINTANCE**

**I. PURPOSE**

The purpose of this annex is to provide essential public works/county maintenance services during an emergency/disaster to reduce the impact of the emergency and also to provide shelter upgrading during disasters.

**II. CONCEPT OF OPERATION**

A. In non-emergency periods, the role of public works/county maintenance is confined to trash collection, landfill operations, building, ground and street maintenance, water utility service, equipment operations.

B. During emergencies, the public works/county maintenance function expands and coordination of public works/county maintenance emergency operations is essential. Public works/county maintenance arranges for support services for emergency response agencies and coordinates with the private sector.

**III. ORGANIZATION**

A. Organization

1. The Public works/county maintenance Department is managed by the Town's of Hot Springs, Marshall and Mars Hill Public Works Superintendent and the County Maintenance Supervisor. During emergency situations operational control remains the same as during day to Day activities; however, operations may then require twenty-four hour coverage.
2. Public works/county maintenance must be prepared to assist in lengthy operations which start in response and continue through recovery and involve clean up activities and return of resources.
3. Records and reports regarding expenditures incurred during emergency response activities (e.g. personnel and equipment, time and supplies consumed) will be kept by each department as appropriate.

B. Communications -The communications system will make maximum use of available radio and telephone communication resources.



ANNEXH

HEALTH AND MEDICAL SERVICES

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX HEALTH AND MEDICAL  
SERVICES**

**I. PURPOSE**

This annex provides for protection of the public health and provisions for medical services during natural and technological emergencies and nuclear attack threat.

**II. CONCEPT OF OPERATION**

**A. General**

1. Emergency operations for public health and medical services will be an extension of normal agency and facility duties.
2. Coordination between Health/Medical providers is necessary to ensure emergency operational readiness.

**B. Health**

1. The primary concern of public health is disease control. The County Department of Health will implement effective environmental health and also nursing and health education practices to minimize the incidence of disease.

**C. Medical**

1. EMS will provide field medical care as needed during emergency situations and coordinate necessary medical transportation.
2. EMS capabilities will be expanded by volunteer first aid personnel and Fire Departments.
3. During mass casualty incidents, EMS will establish patient triage, holding, treatment and transportation areas.
4. When necessary an EMS official will be located at an established command post to coordinate responding medical units and establish communication links with hospitals(medical center) and the County Communications Center or EOC.
5. Transfer of authority on-scene will be in established procedures.

- D Mortuary -The Medical Examiner will identify and take charge of the proper recovery of human remains.

### **III. ORGANIZATION**

#### **A. Organization**

1. The County Health Director will coordinate, organize and supervise emergency public health operations.
2. The EMS Director/Coordinator, or their designee, will coordinate emergency medical service operations.
3. The Medical Examiner will coordinate activities relating to the identification of the dead and mortuary services.
4. Emergency health and medical teams will be provided with safety and health equipment for response to hazardous materials incidents.
5. The County EMS Coordinator will make provisions for evacuating and/or sheltering of patients, staff, equipment, supplies and vehicles for nuclear attack or other hazard situations.

### **IV. DIRECTION AND CONTROL**

- A. Emergency public health operations will be directed from the EOC by the Health Director.
- B. The EMS Coordinator will direct and control EMS operations. For on-scene incidents, the senior medical officer will assume direction and control.
- C. The Medical Examiner will direct and control all activities connected with identification of the dead and mortuary services.
- D. The Health Director and EMS Director will maintain communications with their field forces and will keep the EOC informed of activities performed along with personnel to maintain adequate response and recovery efforts.

## V. CONTINUITY OF GOVERNMENT

### A. Health

Line of succession is:

1. County Health Director or designee
2. County Nursing Supervisor
3. Bioterrorism coordinator

### B. Emergency Medical Service The

line of succession is:

1. EMS Director
2. Assistant EMS Director
3. Senior Duty Paramedic

### C. Mortuary

The line of succession is:

1. Medical Examiner
2. Assistant Medical Examiner 3. 2nd Assistant Medical Examiner

## VI. ADMINISTRATION AND LOGISTICS

### A. General

1. The County Department of Public Health will arrange for the collection and processing of vital statistics and other documentation.
2. Data related to disease outbreaks will be collected and forwarded to appropriate State and Federal officials.
3. The Public Health (Nursing Supervisor) and EMS Director will determine what operating records will be essential for post disaster analysis and will require maintenance of these records.

### B. Logistical Support

1. Arrange for mutual aid medical response teams.
2. Provide for augmentation personnel to support medical response teams.

3. Provide for the acquisition of medical/health equipment and supplies.

4. Inventory transportation resources and patient care facilities:

- a. Hospitals, nursing homes, medical centers, doctors offices.
- b. Private and public ambulance companies.
- c. Mortuaries (including emergency temporary facilities).



ANNEX I

EVACUATION AND TRANSPORTATION

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX I EVACUATION  
AND TRANSPORTATION**

**I. PURPOSE**

This annex provides for an orderly, coordinated evacuation of the County population during emergencies while outlining the organization and direction of transportation resources.

**II. CONCEPT OF OPERATIONS**

**A. General**

1. The ultimate responsibility for ordering an evacuation rests with local government. If a municipality is to be evacuated, the mayor will issue the order. If the evacuation involves more than one jurisdiction, or an area outside of a municipality, the order will be issued on a County level by the Chairman of the County Commissioners, or his designated elected representative.
2. By monitoring the progress of the evacuation, any impediments to the evacuation can be recognized and contingency options can be implemented.

**B. Specific**

**1. Movement Control and Guidance**

- a. The size of the threatened area to be evacuated will be determined by conditions at the time of the emergency.
- b. Traffic movement during evacuation will be controlled by use of designated routes and traffic control points. The evacuation area will identify at least two routes of egress. One lane of each route will be kept open to permit ingress of emergency vehicles.

- c. Vehicle capacity for a major evacuation route is estimated at 1000 vehicles per lane per hour.
- d. Traffic movement will be directed to designated reception areas and shelters within the County and possibly in adjacent counties.
- e. Rest areas and comfort stations may be located along evacuation routes if there is a need for such activity. Fuel, water, sanitary facilities, assistance with evacuees vehicle problems, information and other services will be available at these locations.
- f. Vehicles experiencing mechanical problems during the evacuation will be moved off the roads. Stranded evacuees will be picked up by other evacuating vehicles, or by emergency response personnel.

## 2. Staging Areas and Pick-up Points and Routes

- a. The County will determine designated staging areas as mobilization points to organize the emergency response personnel and equipment entering from areas outside the County.
- b. Pick-up points and/or routes will be established as needed. Evacuees without vehicles will be instructed to go to the nearest pick-up point. Pick-up routes will be designated for the rural areas. Emergency vehicles will travel these routes at least twice during the evacuation to assure all evacuees without vehicles are assisted.

## 3. Evacuation of Special Populations (Institutions, Facilities and Special Care Individuals).

- a. Institutions within the will develop procedures for evacuation.

- b. Most patients and staff of the County's medical facilities will be evacuated by buses. Ambulances and vans will be provided for evacuation of non-ambulatory individuals. Procedures for rapid evacuation and/or in-place sheltering will be included for facilities in the danger zone from hazardous materials spills.
- c. Schools will develop evacuation procedures. Buses will be utilized for students without their own vehicles. Schools within the danger zone for hazardous materials spills will develop procedures for in-place sheltering and "walk-away" evacuations. Parents will be advised of the location of reception centers.
- d. The public will be given a telephone number(s) for handicapped or disabled persons without transportation. The Emergency Management Coordinator will arrange pick-up of these individuals by the EMS, and/or Fire Departments. The County Department of Social Services will advise the Emergency Management Coordinator of individuals known to need transportation assistance.
- e. Each prison and detention center within the County will develop procedures for the relocation of prisoners to jails outside the threatened area.
- f. Evacuation from parks and recreation areas will be coordinated by the Sheriff. Evacuation of state parks and recreation areas in the County will be coordinated by the local field staff of the Parks and Recreation Division, Department of Environment, Health, Natural Resources. County and State Parks representatives should advise the Emergency Management Coordinator of the scheduled special events which may draw crowds to the parks or recreation areas.
- g. Large employers within the County will develop procedures for evacuation of their employees. These procedures include, if needed, the temporary shut-down of their facilities.

#### 4. Emergency Public Information Brochures

- a. For emergencies and disasters public information materials will have been prepared. They identify staging areas for people requiring transportation to reception areas and provide movement guidance.

- b. For emergencies, warnings to the public and information concerning evacuation will be broadcast over the BBS network and/or by emergency vehicles equipped with sirens, warning lights, and/or loud-speakers moving through the threatened areas. For localized evacuations, warning and evacuation instructions may also be given door-to-door.

### **III. ORGANIZATION**

#### **A. Organization**

1. The County Emergency Management Coordinator is responsible for implementing the County Evacuation and Transportation Annex to facilitate the evacuation process during emergencies.
2. During an evacuation, County emergency operations will be directed by the Chairman of the County Commission and coordinated by the County Office of Emergency Management. The Superintendent of Schools and County Transportation Authority Director will provide coordination of all transportation resources.

### **IV. DIRECTION AND CONTROL**

- A. Direction and control of evacuation is the responsibility of the Chairman, County Board of Commissioners. In the Chairman's absence, the commissioner next in line of succession will serve as replacement representative.
- B. During large scale evacuations involving the relocation of the population from an entire municipality, County, or several counties, the Governor may declare a State of Disaster. At that point the Governor assumes direction and control of the situation and evacuation operations will be coordinated by the State Emergency Response Team (SERT) upon activation of the State EOC.
- C. When an emergency situation requires timely evacuation and before the EOC can be activated, the "on-scene" commander can call for evacuation in accordance with the County's State of Emergency ordinance.

## V. CONTINUITY OF GOVERNMENT

### A. Evacuation

The line of success is:

1. Chairman, Madison County Board of Commissioners
2. Commissioner, Madison County Board of Commissioners
3. Commissioner, Madison County Board of Commissioners
4. County Manager, Madison County

### B. Transportation The line of

succession is:

1. Superintendent of Schools and/or designee
2. Madison County Transportation Authority Director
3. Assistant; Superintendent of Schools

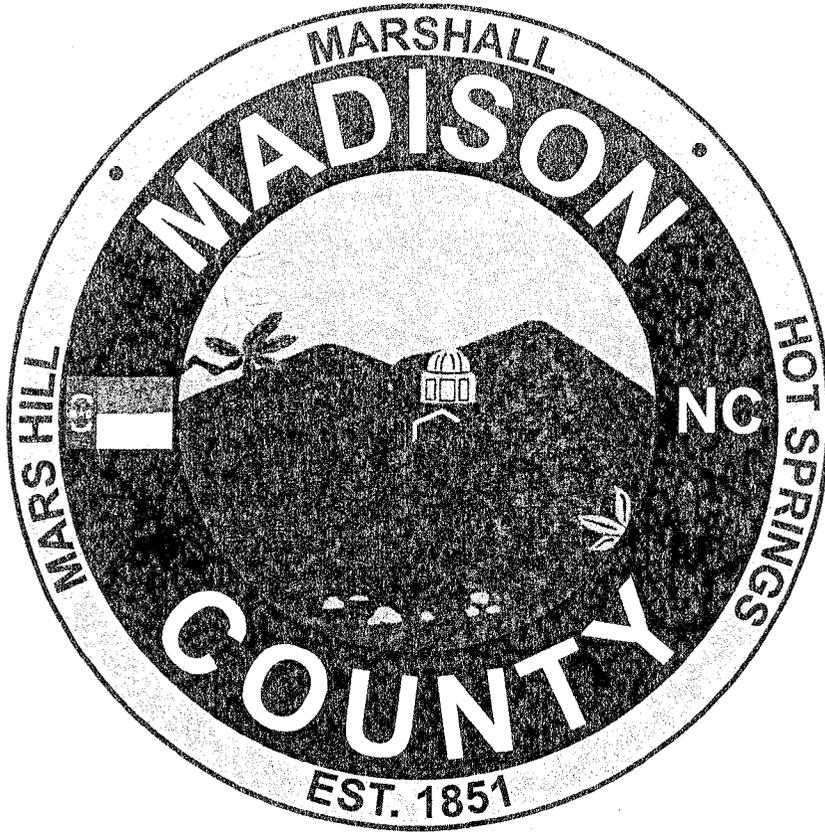
C. Continuity of government will be maintained by relocating government operations. Lines of succession to all key positions will be established and all essential records will be protected.

D. When evacuees are relocated outside the County, a representative will be appointed to act as liaison between the County and the reception area government. The evacuees will be subject to the laws of the reception area for the duration of their stay.

E. Lines of succession to each agency that supports the evacuation/ transportation operation are in accordance with the agency's established policy.

## VI. ADMINISTRATION AND LOGISTICS

- A. Instructional materials identifying evacuation zones, routes, parking facilities and shelters will be developed for evacuees.
- B. Emergency public information instructions (EPIs) for a disaster or emergency will be prepared in advance, when possible and distributed as necessary.



ANNEX J

SHELTER AND MASS CARE

**MADISON COUNTY EMERGENCY OPERATIONS PLAN**  
**ANNEX**  
**SHELTER AND MASS CARE**

**I. PURPOSE**

This annex provides for the protection of the population from the effects of hazards through the identification of shelters and provision of mass care and social services in shelters.

**II. CONCEPT OF OPERATIONS**

- A. The NC Dept. of Human Resources (DHR) through the NC Division of Social Services (NCDSS) and the County Dept. of Social Services (County DSS) is responsible for shelter and mass care matters. The American Red Cross (ARC) through written agreement with the State of North Carolina and by NC General Statute 166A-9, may provide shelter and mass care to the general population in designated counties during emergencies. The DHR will assure that shelter care is made available to complement ARC services, and in those situations in which ARC cannot provide shelter and mass care.
  
- B. The DHR will support county social services efforts, arrange for shelters at DHR institutions, and transfer social services personnel to the affected area as needed. DHR will work in conjunction with the American Red Cross, Salvation Army, and volunteer organizations to provide care for disaster victims.
  
- C. The County DSS and the ARC will coordinate shelter location and operation, and will mutually support shelter operations with shared personnel and support services whenever possible.
  
- D. Public and private providers of institutional care (medical and residential) remain responsible for having shelter plans which are approved by local DSS and emergency management, and for continued care of their clientele when in shelter.

### III. ORGANIZATION

#### A. Organization

1. The Emergency Management Coordinator is responsible for developing a comprehensive shelter program.
2. DSS is designated as the lead governmental agency for shelter activation and operation.
3. When the American Red Cross provides shelter care, the agreements will be contained in letters of understanding with the county department of social services and the school system.
4. The county DSS remains responsible for answering the provision of shelter care as follows:
  - a. for I special needs groups within the general population
  - b. for the general population in counties in which ARC does not provide shelter and mass care; and
5. DHR works with local emergency management to assure that all, public and private special needs care providers plan for shelter and mass care needs of their populations and that public shelter is provided when necessary for comprehensive shelter care.

### IV. DIRECTION AND CONTROL

- A. The Director of Social Services will direct and control DSS shelter/mass care operations for the County.
- B. The American Red Cross will direct and control ARC shelter/mass care operations.
- C. Assumption of financial responsibility dictates direction and control.

## V. CONTINUITY OF GOVERNMENT

The line of succession for shelter and mass care is:

1. Director of Social Services
2. American Red Cross Liaison
3. Superintendent of Schools

## VI. ADMINISTRATION AND LOGISTICS

A/Shelter supplies consisting of appropriate forms, handbooks and identification will be provided. The shelter supplies should include, but not be limited to shelter registration forms, shelter occupancy reports, inventory reports and event log forms.

B. The primary communications link between shelters and the EOC will be telephone. Amateur radio operators and/or law enforcement personnel assigned to the shelters will provide additional radio support.

C. Shelters will be stocked with appropriate supplies in accordance with agencies' SOPs.

D. Sheltering will follow a non-discrimination policy; however shelter assignments may be required for evacuees with special need.

ANNEXJ  
APPENDIX 3

STATEMENT OF UNDERSTANDING  
BETWEEN THE ASHEVILLE-MOUNTAIN AREA  
CHAPTER  
OF THE AMERICAN RED  
CROSS  
AND THE MADISON COUNTY OFFICE OF  
EMERGENCY MANAGEMENT

**PURPOSE**

The purpose of this statement of understanding is to provide for the cooperation and coordination between the County of Madison and its agencies and the Asheville-Mountain Area Chapter of the American Red Cross, in carrying out their assigned responsibilities in the event of natural or man-made disasters or enemy attack.

**DEFINITION OF DISASTER**

A disaster is an occurrence such as hurricane, tornado, storm, flood, high water, wind driven water, tidal wave, earthquake, drought, blizzard, pestilence famine, fire, explosion, volcanic eruption, building collapse, transportation wreck, or other situation that causes human suffering or creates human needs that the victim cannot alleviate without assistance.

**AUTHORITY**

County of Madison Ordinances

General Statutes of North Carolina Chapter 166A, North Carolina Management Act.

Madison County Multi-Hazard Emergency Operations Plan

The Asheville-Mountain Area Chapter of the American Red Cross

The American Red Cross is an instrumentality of the United States Government, with a Congressional Charter, codified at 36 U.S.C., Section 1 et. seq., under which it is charged to "...carry on a system of relief in time of peace and apply the same in mitigating the suffering caused by pestilence, famine, fire, floods and other great national calamities..." This role has been restated in the Disaster Relief Act of 1974 (P.L. 93-288), which says N...nothing contained in this act shall limit, or in any way affect the responsibilities of the American Red Cross under the Act of January 5, 1905.

## SCOPE OF THE ASHEVILLE-MOUNTAIN AREA CHAPTER OF THE AMERICAN RED CROSS ACTIVITIES

### Natural Disasters

The magnitude of a disaster may be such that it simultaneously affects tens of thousands of people in several states or it may be suffering and anguish to just a few persons in one apartment building or group of houses. Regardless of the extent of the disaster, it is the responsibility of the National American Red Cross to help meet the human needs that the disaster has caused. These needs may include food, clothing, shelter aid and other basic elements for comfort and survival. As an instrumentality of the National American Red Cross, the Asheville-Mountain Area Chapter would conform to these standards on the County level.

The Asheville-Mountain Area Chapter of the American Red Cross also helps disaster victims needing long-term recovery assistance by advising and counseling them on the availability of resources, so that they can resume living in keeping with acceptable standards of health, safety and human dignity. Such resources include those of their own family, as well as federal, state and local agencies, both public and private. If there are no other resources available, the Asheville-Mountain Area Chapter of the American Red Cross may provide direct additional assistance to enable the victims to re-establish themselves.

Red Cross assistance to disaster victims is not dependent upon a Presidential or other federal, state or local disaster declaration but is provided regardless of the size of the catastrophe or disaster incident.

In carrying out its responsibilities to provide for mass care in peacetime disasters, including precautionary evacuations and peacetime radiological emergencies/nuclear accidents, the American Red Cross will operate appropriate shelters facilities and arrange for mass feeding and other appropriate support. In doing so, the Red Cross will pay related costs only when such activities are under the administrative control of or authorized by the American Red Cross, or when prior written agreements have been made for some other organization to provide emergency services on behalf of the Red Cross.

American Red Cross disaster responsibilities are nationwide. Therefore, when the ARC Chapter is unable to meet the needs of the disaster victims, the resources of the total organization are made available.

The American Red Cross provides blood and blood products and handles welfare inquiries from anxious relatives outside the disaster area.

The Asheville-Mountain Area Chapter of the American Red Cross may conduct an appeal for voluntary contributions of funds at the time of a disaster.

In disasters with company or owner liability implications, the customary emergency services will be extended on either a mass care basis or to individuals and families if such help is not or

cannot be provided immediately by the owner of the property involved, [after such unpredictable catastrophes as collapse of private dams, fires in motels, theaters, night clubs or pleasure boats]

#### Peacetime Radiological Emergencies/ Nuclear Accidents

In the case of peacetime radiological emergencies/nuclear accidents, which have company or owner liability implications, the American Red Cross will conduct shelter and feeding operations in centers and facilities designated in advance by the County Office of Emergency Management, under arrangements worked out among the County Office of Emergency Management, the American Red Cross and officials or owners of the buildings.

#### Civil Disorders

Where there is suffering and want resulting from civil disorders and fundamental human needs are not met, the Asheville-Mountain Area Chapter of the American Red Cross will participate in community action to supplement the efforts of the responsible civil authorities in extending emergency services and relief to the victims of such disturbances.

#### Other Emergency Situations

Situations caused by economic, political and social maladjustment including the usual hazards of industry and agriculture, are not usually considered to be within the American Red Cross responsibility for disaster preparedness and relief. There may be other kinds of emergencies involving large numbers of people; or problems related to energy outages, costs or shortages that create evident human needs or in which public officials request Red Cross assistance.

#### War-Caused Situations

In war-caused situations, the Asheville-Mountain Area Chapter of the American Red Cross will use its facilities and personnel to support and assist mass care and emergency operations of the Madison County Office of Emergency Management, to the extent the Red Cross considers possible, while carrying out its other essential responsibilities and assignments.

#### National Emergency Repatriation

During the emergency repatriation of US citizens and dependents evacuated from foreign countries during national emergencies, the Asheville-Mountain Area Chapter will at ports of entry designated in Madison County (if any), provide mass feeding, first aid and mass care including Disaster Health Services.

#### **COORDINATION AND COOPERATION**

In the discharge of its responsibilities, the Asheville-Mountain Area Chapter of the American Red Cross, recognizes the responsibility of the Madison County Office of Emergency

Management in disasters and will coordinate its activities as required. This is essential when a state of emergency is declared by the Governor or the President has declared an emergency or major disaster.

The Asheville-Mountain Area Chapter of the American Red Cross will keep the Emergency Management Coordinator his/her designee advised of actions taken and will keep a continuing liaison with the Madison County Office of Emergency Management to ensure effective assistance to all disaster victims.

Responsibility for coordinating the services or other voluntary agencies or groups during and after a major disaster will be undertaken by the American Red Cross upon a request from the Madison County Office of Emergency Management, and with the consent of such agencies.

The Asheville-Mountain Area Chapter of the American Red Cross agrees that, in an emergency, at the request of the Madison County Office of Emergency Management, the Red Cross liaison person will be provided at the Madison County EOC.

**PLANING AND IMPLEMENTATION**

Cooperative arrangements for planning, exchange of information and continuing liaison regarding preparedness and disaster operations will be developed and maintained by the Madison County Office of Emergency Management, and the Asheville-Mountain Area Chapter of the American Red Cross.

**IN WITNESS WHEREOF**, the parties hereto have executed this Statement of Understanding on the dates indicated.

County of Madison

Asheville-Mtn. Area Chapter

DATE

DATE



ANNEXK

DAMAGE ASSESSMENT RECOVERY

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEXK DAMAGE  
ASSESSMENT/RECOVERY**

**I. PURPOSE**

This annex presents a system to coordinate damage assessment and reporting functions, estimate the nature and extent of the damage, and provide disaster recovery assistance.

**II. CONCEPT OF OPERATIONS**

**A. General**

Initial responsibility for damage assessment and recovery operations lies with local government.

**B. Specific**

1. Emergency and recovery operations will initially be coordinated from the county Emergency Operating Center. Accurate emergency logs and expenditure records must be kept from the onset of the disaster by each response agency/organization.
2. Damage assessment/recovery personnel will be assigned to the "Plans section" of the EOC organization.
3. As appropriate, the Damage Assessment Officer (DAO) will coordinate notification of damage assessment personnel. These personnel will report to the affected areas to conduct the IDA.
4. The DAO will organize, equip, and assign to the affected areas to conduct the IDA.
5. The DAO will coordinate the compilation of damage survey data, prepare damage assessment reports for the Emergency Management Coordinator, and plot damaged areas on local maps.
6. The Emergency Management Coordinator (EMC) will review, with other appropriate local officials, the damage assessment reports to determine if any outside assistance will be necessary to recover from the disaster.
7. The EMC will forward damage assessment reports and any requests for assistance to the N.C Division of Emergency Management (NCEM) Area Office by the quickest means available. The secretary, N.C. Department of Crime Control and Public Safety is authorized to Commit any state resources to assist with the emergency/recovery efforts.

8. Based upon the local damage assessment reports, the NCEM Director will determine what recovery capabilities are available to meet the anticipated requirements. If the capabilities of state /local /private resources appear to be insufficient, he may request a joint federal/state/local Preliminary Damage Assessment (PDA) be conducted.
9. The Governor may request a Presidential declaration of a "major disaster", "major emergency", or a specific federal agency disaster declaration (Small Business Administration ,Department Agriculture, Corps of Engineers, etc.) to augment state/ local/ private disaster relieve efforts.
10. The President, under a "major emergency" declaration may authorize the utilization of any federal equipment, personnel and other resources.
11. The President, under a "major disaster" declaration may authorize two basic types of disaster relief assistance:

- a. Individual Assistance (IA)

- i. temporary housing (100% federal dollars).
- ii. individual and family grants (IFG) [75% federal, 25% state/local funds]
- iii. disaster unemployment assistance
- iv. disaster loans to individuals ,businesses, and farmers
- v. agricultural assistance;
- vi. legal services to low-income families and individuals;
- vii. consumer counseling and assistance in obtaining insurance benefits;
- viii. social security assistance.
- ix. veteran<sup>f</sup>s assistance
- x. casualty loss tax assistance.

- b. Public Assistance (PA) [75% federal, 25% state/applicant funds]

- i. debris removal
- ii. emergency protective measures
- iii. permanent work to repair, restore or replace road systems, water control facilities, public buildings and equipment, public utilities, public recreational facilities, etc.

12. In the event a major disaster or emergency is declared:

- a. A Federal Coordinating Officer (FCO) will be appointed by the President to coordinate the federal efforts.

- b. A State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR) will, be appointed by the Governor to coordinate the state efforts.
- c. A Disaster Field Office (DFO) will be established within the state (central to the damaged areas) from which the disaster assistance programs will be administered.
- d. For IA only, Disaster Application Centers (DACs) will be established central to the affected areas where individuals may apply for assistance.
- e. If the area is declared eligible for Public Assistance programs, an Applicant's Briefing will be conducted for officials of counties, cities, Indian tribes, and private nonprofit (PNP) organizations to explain eligibility criteria. The EMC will be requested to assist with identifying and notifying eligible applicants.
- f. At the applicant's each eligible entity; will submit a Interest (NOI).
- g. Each PA applicant (including local government entities) will appoint a " Applicant's Agent" to coordinate the collection of documentation and submission of information to the DFO.

### **III. ORGANIZATION**

#### **A. Organization,**

- 1. The County Board of Commissioners, through the Emergency Management Coordinator, is responsible for the overall management of damage assessment and recovery activities for the County (including the Town's of Hot Springs, Marshall and Mars Hill).
- 2. A Damage Assessment Officer will be appointed by the Emergency Management Coordinator to coordinate damage assessment operations.
- 3. Damage Assessment teams will be selected and trained for damage survey.

### **IV. DIRECTION AND CONTROL**

- A. The local officials, in conjunction with the Emergency Management Coordinator, will direct and control recovery activities from the EOC.
- B. The Damage Assessment Officer is a member of the EOC staff and is responsible for the coordination of damage assessment activities.

- C. All County departments will provide personnel an resources to support the damage assessment/recovery effort, as requested. Personnel from operating departments: assigned to damage assessment responsibilities will remain under the control of their own departments, but will function under the technical supervision of the Damage Assessment Officer.

## V. CONTINUITY OF GOVERMENT

A. The Line of succession is:

1. County Manager
2. Damage Assessment Officer
3. Emergency Management Coordinator

B. Lines of succession for agencies supporting damage assessment are in accordance with the agency's established procedure.

## VL ADMINISTRATION AND LOGISTICS

- A. Damage reporting forms and guidance will be made available for :  
distribution when necessary. Copies of all documentation are retained for record purposes.
- B. Damage Assessment teams will consist primarily of local government employees. When necessary, nonprofit organizations and non government personnel (United Way, ARES, etc.) will be called upon to supplement/support the teams. Radiological and/or hazardous materials specialists will be added to teams as appropriate.



ANNEX L

RADIOLOGICAL PROTECTION

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX L RADIOLOGICAL,  
PROTECTION (RADPRO)**

**I. PURPOSE**

This annex establishes the organization and assigns responsibilities to provide a preparedness capability in response to radiological incidents caused by transportation, fixed facility, or nuclear attack emergencies.

**II. CONCEPT OF OPERATIONS**

The Radiological Protection System (RADPRO) will provide:

- A. A shelter radiological monitoring capability for monitoring and assessing the radiation environment for shelterees.
- B. A self-protection radiological monitoring capability for monitoring and assessing the radiation environment to control or limit the radiation exposure of emergency response personnel.
- C. A monitoring, reporting, and assessment capability for determining the extent and magnitude of the radiological hazard.
- D. A capability for monitoring, collecting, analyzing, and reporting radiological information obtained from the Nuclear Effects Reporting stations (NERS) networked throughout the County
- E. A decontamination capability including a listing by priority of facilities and industries required to be returned to an operational status as soon as possible.
- F. A peacetime emergency response capability for handling radioactive materials.

**III. ORGANIZATION**

**A. Organization**

- 1. Since Madison County has no comparable organization within county agencies, a radiological defense organization is organized, staffed, and trained by volunteer and emergency services personnel.
- 2. This organization will be managed and coordinated through the appointment of a Radiological Officer and can consist of the following sub-elements:

a. An EOC assessment element composed of:

- (1) One (1) Radiation Analyst
- (2) One (1) Radiation Data Recorder

b. Four (4) Nuclear Effects Reporting Stations (NERS).

(1) Established by select emergency services organizations geographically within the county.

(2) Organizations providing Nuclear Effects Reporting Stations will be issued and trained on the CDY-777A Radiation Detection Kit and the required Procedures for reporting

c. Radiological Response Teams (RRT<sup>1</sup> s)

(1) RRT" s will consist of at least two (2) personnel trained in radiological monitoring and reporting procedures

(2) One (1) RRT will be established for county response to radiological incidents, however, the County will be prepared to expand this program through accelerated training during periods of crisis. The expanded teams should be projected to provide qualified Radiological Monitors (RM's) for assigned shelters, Emergency Operations Centers and critical industries.

#### **IV. DIRECTION AND CONTROL**

A. Overall coordination of emergency operations and support requirements for radiological protection will be accomplished between the heads of departments and agencies.

B. When the EOC is activated, the Radiological Officer will supervise plotting, radiological damage assessment, reporting, and decontamination procedures.

C. The Radiological Officer will coordinate the collection ,;and evaluation of radiological information and make recommendations for protective measures to the Executive Group.

#### **V. CONTINUITY OF GOVERNMENT**

A. Line of Succession is:

1. Radiological Officer
2. Fire Marshall
3. Emergency Management Coordinator

## VI. ADMINISTRATION AND LOGISTICS

### A. Administration

The Radiological Officer will develop and maintain current standard operating procedures (SOP) for the RADPRO System.

### B. Logistics

1. The Emergency Management Coordinator will issue Self Protection Kits (FEMA CDV-type Radiation Detection kits) to emergency response agencies for use in responding to incidents involving radiological materials. Instruments will only be issued to specific, designated; agencies with trained radiological monitors.
2. All bulk-stored radiological equipment will be distributed by direct delivery to assigned user organizations and shelters whenever a crisis is occurs.
3. The North Carolina Division of Emergency Management is responsible for maintenance and calibration of RADPRO instruments.



ANNEXM

RESOURCE MANAGEMENT

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEX M RESOURCE  
MANAGEMENT**

**I. PURPOSE**

This annex provides a system of identifying and locating resources within the County and a method of activating those resources during an emergency. The preservation, conservation, and replenishment of these resources is also included.

**II. CONCEPT OF OPERATION**

A. County departments and agencies will use their own resources and equipment during emergencies and will have control over the management of these resources when the resources are needed to respond to the emergency situation.

B. The Finance Officer will prepare routine procurement procedures for the acquisition or replacement of resources during day-to-day operation and also develop a procurement system to acquire expendable supplies during emergencies.

C. A resource manual identifying the resource, the control agency and the procedures needed to activate the resource at any time will be kept in the Office of Emergency Management.

D. The EMC will also identify those resources and capabilities that are available in local businesses and industry and other contributing organizations, and develop the mutual aid agreements required to acquire those resources to support the County under emergency conditions.

**III. ORGANIZATION**

1. The Emergency Management Coordinator will have overall responsibility for coordination of resources.

2. That department or agency having primary control on a day to day basis of a resource needed during emergency operations will continue to control that resource during emergencies.

3. The acquisition or replacement of a resource will follow routine procurement procedures exercised by the Finance Officer. In emergency situations the finance officer will develop the means and the authority for the immediate procurement of expendable supplies.

#### **IV. DIRECTION AND CONTROL**

A. Utilization of resources under the operational control of local government response forces will be coordinated by the EMC from the EOC under the direction of the Chairman, County Board of Commissioners.

B. The commitment of resources from outside government will be initiated by the EMC with operational control being exercised by the on-site commander of the service requiring that resource.

C. The mutual aid agreements developed pre-disaster will determine who will move, operate, maintain and bear the cost of operation for equipment used under emergency conditions.

#### **V. CONTINUITY OF GOVERNMENT**

A. The line of succession for resource management is:

1. Chairman County Board of Commissioners
2. Members of the County Board of Commissioners
3. County Manager

B. Resource Management does not fall under a centralized control element, but is coordinated from the EOC during emergency operations.

C. A line of succession will be established in the various response agencies which support resource management activities.

#### **VI. ADMINISTRATION AND LOGISTICS**

A. Records and reports pertaining to resource management will be the responsibility of the Finance Officer.

B. The Finance Officer will compile a record of equipment usage and supply consumption from feeder reports provided by the user units during emergency operations.

C. The Finance Officer will develop procedures to expedite the acquisition of supplies in emergencies and account for all monies expended during emergency response and recovery operations.



ANNEX N

TERRORISM AND BIOTERRORISM

RESPONSE PLAN

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
ANNEXN TERRORISM AND  
BIOTERRORISM**

**I. PURPOSE**

The Basis Plan is specific to bioterrorism, but includes other forms of terrorism. It sets forth the procedures and protocols to be followed in the event of a bioterrorist attack, real or perceived, involving a biological agent alone or in combination with an explosive or incendiary device, or a chemical, biological or radiological agent.

**II. CONCEPT OF OPERATIONS**

- A. Public Health will respond to any and all bioterrorism threats or potential threats.
- B. Public Health activities will remain under the control of the State office of Public Health and the local board of health.
- C. Public will work directly and report to the Local Emergency Management Coordinator to ensure the safety and well being of the public served.

**III. ORGANIZATIONAL**

- A. Organization
  - 1. The Health Director or their designee is the principal coordinator for planning and directing the epidemiological investigations in the event of a terrorist or bioterrorist event.

**IV. DIRECTION AND CONTROL**

- A. The mechanics of activating, arranging and internal functioning of the public health lead agency are contained in the Madison County Health Department Health District Safety and Infection Control Manuals.

**V. CONTINUITY OF GOVERNMENT**

- A. Staffing assignments for positions in the health department will allow 24 hour coverage to varying degrees.
- B. Selection and assignment of personnel will be the responsibility of the health department.

## VI. ADMINISTRATION AND LOGISTICS

A. The mechanics of activating, investigating, monitoring expenditures and surveillance of biological agents or microbiological organisms known to be pathogenic to man.

MADISON COUNTY OPERATIONS PLAN  
Annex N  
Appendix 1  
**TERRORISM AND BIOTERRORISM RESPONSE PLAN**

**Purpose:**

The Basis Plan is specific to bioterrorism, but includes other forms of terrorism. It sets forth the procedures and protocols to be followed in the event of a bioterrorist attack, real or perceived, involving a biological agent alone or in combination with an explosive or incendiary device, or a chemical, biological or radiological agent.

**Mission:**

Our mission is to protect the health and safety of the residents and visitors within our county. This is accomplished by assuring that the necessary preparedness and response capacity exists for a bioterrorist event affecting persons inside of Madison County.

**Goals:**

The Goals of this plan are:

- To increase the county's ability to detect a covert attack; including biological attack
- To increase and improve the district's response to an overt or covert bioterrorist attack;
- To reduce response time by the district;
- To reduce the severity of injuries or disease caused by a bioterrorist attack;
- To reduce loss of life due to a bioterrorist attack; and
- To reduce the economic impact to the district:

**Scope:**

This response plan is to be implemented for an act of bioterrorism occurring or likely to occur within the geographical boundaries of the county. Additionally, the Plan may be implemented as part of a mutual aid agreement in response to a bioterrorist event occurring in a neighboring county or state.

**Overall Local Public Health Response:**

Through the development of this plan the Health Department is able to provide the appropriate basic surveillance, detection and epidemiological investigation. The role of TRHD in each county will be to coordinate the necessary public health response to a real or potential bioterrorist attack. When additional Regional, State or Federal resources are needed to respond to the specific event, the TRHD will be responsible for making the contact and coordinating local efforts with those of the assisting Regional, State or Federal agencies.

The Health Director will be the primary contact for the local Emergency Management Incident Command Center. The Health Director will designate others to assist in his absence in a specific county etc. Madison County Health Department Health District has the lead role for all disease related surveillance and control measures. Enhancement of preparedness and response capacity at the local level for an outbreak of disease due to bioterrorism will serve the dual function of protecting the residents of Madison County from naturally occurring infectious disease outbreaks (e.g. West Nile Virus encephalitis, influenza, Small Pox, etc).

#### Multi-Agency Cooperation:

Response to a threat or act of bioterrorism will require the cooperation of multiple local agencies.

*See attached list of local agencies and contact information included in the bioterrorism planning meetings.*

Depending on the scope, scale and duration of the event, response may involve public (local, regional, state, federal) and private sector agencies. To assure coordinated efficient response, it is imperative that local plans and protocols which establish the roles and responsibilities of each responding agency be developed. TRHD will have Memoranda of understanding between and among agencies as needed. Existing agreements between potential response parties (including those between hospitals) across county and state borders should be reviewed to ensure availability of critical resources and coordinated response teams (Madison County).

#### Response Capabilities:

During the first 24-48 hours after an event, most response, by necessity, will be that provided from local resources. A standardized assessment of manpower, supplies and facilities within each county has been reviewed and documented. With the potential of each event being different a review of our counties strengths and limitations will help us in responding to a major outbreak of infectious disease (e.g. salmonella, etc.) and under what situations requests for additional assistance will be needed. The response capability of local government may be overwhelmed by a large scale (multi-patient/multi-casualty) event. Similarly, the capability of the state to respond may be limited with a multi-site event within North Carolina.

Federal response capabilities are finite and may be overwhelmed in a multi-state event as different sites compete for limited Federal resources. Therefore, our local public health and other response entities must plan to be as self-supporting as possible.

#### Local Emergency Management Planning:

The district EPI TEAM works directly with the local agencies in advance planning for an event. The County Emergency Management Coordinator is the designated coordinator of any major event as described in this document. Local agencies may include sheriffs department, fire, emergency services (Rescue and EMS), mental health, local doctors, transportation, public health, private medical offices, police department, public schools, nursing homes and hospitals

within our district. Each agency has an understanding of their possible role in the event of a terrorist or bioterrorist attack, (see contact lists)

#### **Criminal Investigation:**

Bioterrorism, by definition, is a criminal act. Law enforcement should be notified immediately once an act of bioterrorism is suspected or identified. Response efforts should be coordinated with local law enforcement and the FBI as necessary.

#### **Response Activation:**

##### **1. Assistance Request**

- Additional assistance from neighboring counties and state may be requested through mutual aid agreements;
- Additional assistance from private entities, State and Federal agencies, neighboring counties and states (when mutual aid agreements exist) may be requested when local resources (government response agencies and/or medical care facilities or manpower) necessary to respond to a bio-terrorist threat or attack are exhausted; or when local resources are inadequate, relative to the scope, scale or duration of an event; or when local resources necessary to deal with a specific event do not exist within local government or the medical care communities including both public health and private sector.

#### **Activation:**

- The Terrorism/ Bioterrorism Response Plan is activated fully for all overt or covert acts of terrorism where the use of a biological agent has been confirmed or is suspected:
- All terrorist/ bioterrorist events will require local, state, and federal response.
- Activation will be made by the agency receiving the initial call, and in turn contact the local office of Emergency Management.
- **Madison County Health Department Health District** which consists of local health departments of public health in *Madison County* will notify the Health Director, all Critical Agencies, NC Emergency Management, NC Public Health and the Centers for Disease for Disease Control and Prevention (CDC).
- All Critical Agencies will be activated.
- NC Emergency Management will be notified.
- A Joint Information Center (JIC) or Incident Command Center (ICC) will be established by Emergency Management and the health department, CDC, FBI and NC Division of Public Health generated information will be routed to the ICC.
- These agencies will provide the ICC with information for use in responding to inquire about the event.

- The CDC, NC Public Health, and Madison County Health Department Health District will establish an epidemiological investigation unit. The regional public health response team will provide assistance as requested.
- Madison County Health Department Health District will establish and maintain a Public Health Operations Center with the Health Director or designee serving as the Public Health Incident Commander (EPI TEAM Member/s). *See Epi Team Policy for further details.*
- A Joint County/State Emergency Operations Center (EOC) will be established under the guide of the Emergency Management Coordinator for each county.
- Madison County Health Department Health District may request outside private or public agency assistance as necessary to respond to an outbreak of disease. Requests for public health assistance should be made to NCDPH/the State Health Director.

**Additional Response:**

**B. Madison County Commissioners may declare a local State of Emergency and request State assistance. Once the local County EOC and State EOC have been activated, all requests for State assistance will go from the local Emergency Management Coordinator to Area Coordinators who will relay requests to the State EOC.**

**Organizational**

**1. Madison County Response:**

Initial Responders will be law enforcement, emergency medical services, and /or fire services in an overt or rapidly identified attack or threat of attack. Th the event of a covert attack, the initial responders will be the Madison County Departments of Public Health, medical personnel including, but not limited to, physicians, nurses, emergency medical services, infectious disease specialists, medical examiner/morticians, veterinarians, primary care facilities, and/or medical testing laboratories. In either situation, responders will operate under a modified Incident Command System. As the response increases and additional agencies (local, State, or Federal) are involved the organization may switch to a Unified Command System as agreed upon by local agencies. Organizational charts are attached for local county government, local EOC, local health department, etc. (See attachments).

**NOTE:** See separate plan for Small Pox Pre and Post Event Immunizations, which are apart of the total bioterrorism plan for Madison County Health Department and the communities served and protected.

**2. Local Operations Control:**

The Emergency Management Coordinator will work directly with the Madison County Health Department Health District's Health Director who assumes control of the public health investigation and

response and serves as public health advisor to the county/s or official designated to lead the overall response effort. Because a terrorism/ bioterrorism incident is a criminal act that may involve a crime scene, law enforcement may form a joint command structure with public health. As additional agencies become involved representatives from these agencies will create a UCS (Unified Command System) where decisions will be made jointly for ongoing and future operations. If the FBI defines the event as an act of terrorism, it may take control of the response. Initially or subsequently, Madison County Health Department Health District will work with the EMC to assure the location of the command post will in no wise be proximate to the area of contagion or exposure. It is imperative that law enforcement agencies understand and accommodate the public health implications of the situation so evidence gathering and other law enforcement activities do not significantly impede or interfere with the protection of the health and safety of our county residents.

**3. Lead Response Agencies:**

Presidential Decision Directive #39 establishes the FBI as lead for the crisis phase (when lives are in imminent danger) and FEMA, as lead for the consequence (recovery) phase of the response to terrorist attacks.

The Governor of North Carolina has established the Division of Emergency Management, Department of Crime Control and Public Safety, as the lead agency for all slate-level disaster response.

**4. State Response:**

DHHS and NCDPH response will be based in the DHHS Command Post and will, as a member of the State Emergency Response Team (SERT), be part of the Unified Command and maintain staff within the State Emergency Operations Center (EOC). NCDPH will provide epidemiological investigation advice and support to Madison County Health Department Health District through its Communicable Disease Control Section. DHHS will assist local responders, as necessary. If NCEM establishes a secondary EOC proximate to the event, DHHD and NCDPH may stage personnel at that site as well. Additional epidemiological support personnel may be provided through NCDPH. In the event the disease agent is zoonotic (contagious to humans via animals) the State Department of Agriculture (DOA) may participate in the investigation and response. NCDPH and DHHS may request additional support from CDC. DHHS will interact with SERT to provide logistical support for its response activities.

*See organizational charts for Regional Surveillance Team, SERT, NCDPH, local county agencies, etc.*

**5. Federal Response:**

The CDC will provide, as requested, epidemiologic and laboratory support to NCDPH. Upon request of the Governor or his designee in consultation with NCPDH, the CDC will activate and deploy the NFS. At the request of CDC, additional resources of the U.S. Department of Health and Human Services and other Federal agencies will be made available. If the disease agent is zoonotic in nature, the US Department of Agriculture may become involved. Additional Federal assistance may also be made available through the FBI and FEMA.

## **6. State and/or Federal Operational Control:**

If the event is large enough in scale or duration or otherwise sufficiently serious to require support from State or Federal Agencies, the UCG Operational Command Center (OCC) will expand to include representatives from those agencies following the UCS. In general, state and federal agencies will provide assistance to the local response effort and will assume control only when requested by local authorities or directed by a higher authority. Once the SERT is activated, the NCEM Emergency Operations Center (EOC) command center will become the initial command post for response to a terrorist event. The Director of SERT is the SERT Leader and has authority and responsibility for consequence management as delegated by the Secretary of Crime Control and Public Safety under NCOS 166 A. If the FBI and /or FEMA are involved in the response, they will direct emergency response jointly with the SERT. All under the umbrella of Homeland Security.

## **7. Homeland Security and the Regional Surveillance Team**

We are part of the Region 6 Public Health Regional Surveillance Team our partners for preparedness in Western North Carolina.

- Bioterrorism
- Natural Disasters
- Infectious Disease
- Food borne Outbreaks

See Handout

## **8. Identification and Transport of the Biological Agent, Disease or Toxin, Chemical, Radiological, Explosive, Corrosive**

The identification of the agent used in or disease resulting from an act of bioterrorism will most likely be made differently depending on whether the act is overt or covert.

### **A. Overt Attack:**

In an OVERT ATTACK, where knowledge of the use of a biological agent is known before or soon after the attack, initial identification of the agent or resulting disease or toxin may be made by:

- First responders (law enforcement, hazardous materials teams, fire departments, emergency management) trained in and equipped to provide identification of chemical, radiological, explosive, corrosive or biological weapons;
- Local health care providers who identify a cluster of illness, a syndrome, or characteristic signs and symptoms of illness associated with the specific agent/disease of concern;
- A local or state medical examiner as a result of post mortem examination;
- The FBI;

- North Carolina State Laboratory of Public Health, particularly as a result of requested laboratory testing performed on environmental media or biological tissues and fluids;
- North Carolina Division of Public Health epidemiologist
- The CDC.

The State Laboratory of Public Health or the CDC will confirm the biological agent and/or disease, perform antibiotic susceptibility testing and other specialized tests as necessary, and recommend preferred and alternative treatments. The FBI's laboratories may assist in the identification or transmission of the agent, or to identify other agents associated with terrorism.

**B. Covert Attack:**

Because infectious agents require an incubation period prior to causing disease in those exposed and because most health care providers and others are unfamiliar with agents of bioterrorism and the symptoms and clinical features of the diseases they cause, it is likely that a covert attack with a biological agent would not result in detection for days or even weeks after the exposure occurred. Other agents associated with acts of terrorism must also be considered.

In a COVERT ATTACK initial identification may be made by:

- A local or state medical examiner as a result of post mortem examination;
- A private laboratory or laboratory operating as a part of a medical practice during routine laboratory testing performed on environmental media, or biological tissue or fluids;
- An astute local physician or other health care provider who suspects that signs and symptoms of illness in an individual or group of individuals are unusual and are compatible with exposure to an agent associated with bioterrorism;
- An infectious disease specialist at a hospital or other medical facility;
- Epidemiologists and laboratories at local or state public health offices and laboratories;
- Trained emergency medical systems personnel; or
- Epidemiologists and laboratorians at the CDC.

The CDC would make confirmation of the biological agent, disease, or toxin. FBI laboratories may also confirm the identity of the agent, disease or toxin.

**C. Transport:**

In either an overt or covert attack, collection and transport of tissue, blood, or other samples that may contain the agent of concern would be made in accordance with FBI and CDC biological recommendations and guidelines. These are listed as a separate protocol in each local public health laboratory. (See attachment).

Notifications

When a bioterrorism event occurs or is suspected, a system of notification occurs with the Madison County Health Department Health District and the local Madison County Emergency Operations System. (See Telephone or Notification Tree Diagrams) in the Madison County resources guide.

If the first identification is made locally by a physician, hospital, laboratory or Medical Examiner's (ME) office, the Madison County Health Department Health district should be notified.

The Madison County Health Department Health District in turn will notify the individual county emergency management staff, all critical agencies NC Public Health will notify the CDC.

The Madison County Emergency Management office will notify the NC Emergency Management and or regional teams.

In some cases the person or entity making the original tentative diagnosis may contact NCDPH, NCEM, NC Medical Examiner or the CDC directly. In that case notification would travel backwards to the local level.

If the local ME makes the initial diagnosis the ME will notify the State Medical Examiner's office which, in turn, would notify NCDPH, NCDPH will then notify the CDC, NCEM and the local community through the Madison County Health Department Health District.

#### Response Priorities

The first priorities in a terrorism/ bioterrorism event are:

To protect and preserve human life;

To notify all critical local, state and federal response entities;

To conduct an epidemiological investigation to characterize the nature of the illness or disease outbreak (if Known) including symptoms, clinical signs, mode of transmission, incubation period, communicability; identify the agent(s) via standard and specialized laboratory procedures, identify the location(s) of the outbreak and potential source(s) and route(s) of exposure(s) and methods of control;

To establish and maintain surveillance for new outbreaks of disease

To support the medical and health care community in their efforts to provide public health, mental health and clinical services for those impacted;

To reduce/eliminate the spread of contagion or contamination;

To minimize fear and panic on the part of the public.

#### WHAT IS TERRORISM?

Terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion or ransom. Terrorists often use threats to create fear among the public, to try to convince citizens that their government is powerless to prevent terrorism, and to get immediate publicity for their causes.

United States federal statute defines terrorism as "violent acts or acts dangerous to human life that appear to be intended (i) to intimidate or coerce a civilian population; (ii) to influence the policy of a government by intimidation or coercion; or (iii) to affect the conduct of a government

by assassination or kidnaping " This definition appears in United States Code, Title 18 , Section 2331 (18 USC 2331).

The Federal Bureau of Investigation (FBI) categorizes terrorism in the United States as one of two types- domestic terrorism or international terrorism.

Domestic terrorism involves groups or individuals whose terrorist activities are directed at elements of our government or population without foreign direction.

International terrorism involves groups or individuals whose terrorist activities are foreign based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries.

## BIOLOGICAL AND CHEMICAL WEAPONS

Biological agents are infectious microbes or toxins used to produce illness or death in people, animals or plants. Biological agents can be dispersed as aerosols or airborne particles. Terrorists may use biological agents to contaminate food or water because they are extremely difficult to detect. Chemical agents kill or incapacitate people, destroy livestock or ravage crops. Some chemical agents are odorless and tasteless and are difficult to detect. They can have immediate effect: (a few seconds to a few minutes) or delayed effect (several hours to several days).

Biological and chemical weapons have been used primarily to terrorize an unprotected civilian population and not as a weapon of war. This is because of fear or retaliation and the likelihood that the agent would contaminate the battlefield for a long period of time. The Persian Gulf War in 1991 and other confrontations in the Middle East were causes for concern in the United States regarding the possibility of chemical or biological warfare. While no incidents occurred, there remains a concern that such weapons could be involved in an accident or be used by terrorists.

Investigations may include: A.

### Epidemiologic Investigation

An epidemiological investigation seeks to identify and characterize the illness or disease and track the condition back to the original source(s) of exposure in the environment. The investigation seeks to identify the risk factors associated with exposure and subsequent development of disease and other variables that influence morbidity and mortality. If exposure is ongoing, or multi focal or if the disease is contagious, as new cases are identified, or as the disease spreads from person to person, each new case and their contacts must be tracked to determine if additional sources of contagion or exposure exist. The ultimate goal of the epidemiological investigation is to prevent new outbreaks, contain existing outbreaks and minimize morbidity and mortality by preventing exposure to those who have not been exposed, interrupting the chain of transmission and identifying those exposed who have not developed disease so they may receive appropriate post-exposure prophylaxis and treatment. Epidemiologic surveillance and investigation efforts must continue as long as new cases occur and present for medical care, new casualties caused by the illness are identified and reported, or until the incubation period for the disease in the exposed population has expired.

The level of response, extent and duration of epidemiologic surveillance and investigation will depend on many factors including the agent or disease suspected or identified, incubation period of the agent, whether the release was a limited single event, multiple or on-going, the number of potential casualties, etc.

The Madison County Health Department Health District will coordinate the initial investigation until the involvement of NCDPH and/or CDC epidemiologists, at which time they would provide direction and oversight of the investigation by Madison County Health Department Health District. The district will continue to coordinate investigative efforts in the county with other critical agencies. Staff from the Madison County Health Department Health district Epi Team will assist NCDPH (state and regional capacities) and the CDC in surveillance, investigation and coordination-related efforts.

Should staff resources in the Madison County Health Department Health District prove insufficient, assistance may be requested from other counties through the Emergency Management Assistance Compact (EMAC) and from NCDPH may request additional staff from CDC to join the investigation.

B. Chemical Investigations - Potential toxic agents used in warfare.

Irritants include teargas and sting gas.

Vesicants i.e. mustard gas.

Toxins-includes cyanide.

Pulmonary agents- i.e. phosgene.

Nerve agents- i.e. sarin, tabun, soman, GF, VX.

C. Radiological Investigations - Man made sources include some electronic equipment, and nuclear weapons testing. Nuclear power plant accident. Terrorist event.

D. Corrosive Investigations - Result from chemical spills or incidents. Hydrofluoric acid.

E. Explosive Investigations - Potential bomb threats. See Weapons of Mass Destruction Plan.

Modeling the Potential Spread of Infection or Contamination, Estimating Morbidity and Mortality and Supplementing Madison County Health Department Health District and State Medical Care Facilities' Resources

The Madison County Health Department Health District EPI Team in coordination with the Madison Emergency Management Office, NCDHHS Health Statistics Division, NCDPH Epidemiology, Public Health Regional Surveillance Team, NC Emergency Management and the CDC, will model the potential spread of the agent or disease and develop best case and worst case scenarios with respect to morbidity and mortality. Based on that modeling, Madison County Health Department Health District and the NCDPH will work with local and regional hospitals, health care facilities, and providers to evaluate their capacity to respond to the disease outbreak (e.g. health care manpower, pharmaceuticals, medical supplies, hospital beds, facilities for administering prophylaxis, treatment or quarantine, etc.) and their anticipated need for additional capacity.

If that evaluation indicates an expected shortfall in response capacity, Madison County Health Department Health District and the appropriate agencies within the specific county(s), in conjunction with the NCPH Medical Services Coordination Team will assist the local health care providers and facilities in meeting shortages or insufficiencies in capacity. One or a combination of the following will meet shortfalls:

Regional agreements with surrounding counties to assist each other;  
Cooperation and assistance provided by the North Carolina Hospital Association (NCHA) or through mutual assistance between hospitals;  
NC Emergency Management through state and county mutual assistance compacts;  
From the National Pharmaceutical Stockpile (NFS) or Vendor Managed Inventory (VMI) through the CDC (pharmaceuticals and medical supplies) and/or;

#### Reducing the Spread of Infection or Contamination

The single most effective means of reducing the spread of infection or contamination is to prevent further exposure to the agent (including the environment in which it is found and the scenarios that are known to be associated with exposure), and if the agent is communicable, to reduce transmission between the infected and the non-infected. Measures taken to achieve this may include, but are not limited to:

**Hazard/Agent Identification:** This involves identifying the toxin or biologic agent present in environmental samples or human tissue via laboratory procedures. Pending laboratory results, a preliminary identification may be made based on symptoms and clinical findings in those exposed, particularly when the clinical picture is pathognomonic.

**Hazard Assessment:** Upon identification, the adverse health effects of a known bio toxin can be determined from appropriate scientific/medical references. Upon the identification of a specific infectious agent, the natural occurrence, reservoir, mode of transmission, incubation period, period of communicability, susceptibility and resistance to antibiotics, and methods of control may be obtained from appropriate references.

**Control Methods:** Control methods are agent-specific and may be divided into preventive measures and control measures directed toward the case, contact of the case and the immediate environment.

Preventive measures include immunizing persons at high risk of being exposed to the agent of concern; educating those at risk about the mode(s) of transmission and ways to interrupt transmission; eliminating or interrupting exposure pathways through avoidance or use of personal protective equipment; (See Small Pox Immunization Protocol).

Control measures directed toward the case, contacts and immediate environment. These include agent-specific infection control procedures such as the use of standard precautions and airborne, droplet, or contact transmission-based precautions; isolation (separation of infected persons or those believed to be infected; usually in a hospital setting); quarantine (enforced restriction of activities or limitation of movement of persons presumed exposed to a communicable disease, usually at the community/population level, in a manner so as to prevent contact with those not exposed); post exposure prophylaxis and treatment of those exposed; and killing or reducing the

numbers of organisms in the environment of concern via washing, disinfection, sterilization fumigation, etc.

Those exposed to certain communicable agents may be isolated or quarantined until it can be assured that they will no longer pose a threat of transmission. Various scenarios may occur depending on the agent. In general, existing hospital will be responsible for caring for those acutely/seriously ill due to any agent unless other arrangements have been made to send these patients to a special hospital or other treatment facility. While an outbreak of smallpox will present some unique considerations related to isolation and quarantine, it should be kept in mind that cases of measles, which is much more contagious than smallpox, are admitted and treated in community hospitals. Possible scenarios include:

Quarantine of hospitals or other facilities that have admitted patients exposed to or infected with an agent or diagnosed with a disease associated with bioterrorism (e.g., smallpox, until contacts and those potentially exposed have been vaccinated.

Quarantine of hospitals or other sites that have been directly targeted by attack with an agent associated with bioterrorism (e.g., smallpox); The health director for Madison County Health Department Health District will have power to order quarantine when and where it is needed. (Public Health Law)

Transportation to alternative care facilities those under medical treatment, but not exposed to the bioterrorist agent (e.g., moving less ill or unexposed patients to another facility or area of an existing facility to accommodate more critically ill patients in need of specialized treatment and care (e.g., moving patients out of the ICU to other facilities to treat cases of inhalation anthrax or botulism)

Transport to alternative care facilities those exposed to or sick from a bioterrorist agent (e.g., all anthrax cases will be treated at hospital X or all plague cases will be treated at hospital Y). These sites will be identified at the time of the incident for Madison County Health Department Health District and the residents of our three counties. EMS will transport sick individuals, the transportation authority will transport medical staff to the home bound and non-exposed individuals, the school buses will transport in the event of a mass or countywide immunization or treatment event.

Agreed use or procurement of facilities for evaluation or prophylaxis and treatment (e.g., utilization of a school or other facility for distributing antibiotic prophylaxis for those exposed to anthrax; use of a school or other facility for vaccinating individuals against smallpox) Madison County Health Department Health District has already identified a school site in the event of such an incident/s.

Madison High School

Madison County

Home-based isolation or quarantine of exposed/infected persons and their families (e. g., plague, smallpox);

Quarantine of all or sections of a community (e.g., pneumonic plague, smallpox);

Voluntary or ordered closings of places people gather (e.g., churches, schools, day care centers, theaters, community centers, restaurants, stores, laundromats, and parks, etc.)

Closing local airports to all but emergency related travel into or out of the county (e.g. pneumonic plague, smallpox);

Closing all roads, railways and other routes of travel into or out of the impacted area or the County (e.g. pneumonic plague, smallpox);

Declaring martial law to control spread of disease, mass panic, rioting, etc.

Note: The website [www.publichealthlaw.net](http://www.publichealthlaw.net) has complete detailed information related to quarantine. The Madison County Health Department Health District's health director has a copy of the current laws.

## **CONTACT INFORMATION FOR CRITICAL PERSONS**

A list of contacts for our counties, district and region are attached in this document. The information includes ways to reach these individuals, or those on call for them, 24/7. Phone numbers for both work and home, pager or cell phone numbers, postal and mail address with directions to the homes of key leadership/critical agency individuals are listed with the EMC in each county.

A list is provided for all State and Federal agencies identified as possible contacts as identified in the local county and district plan.

See separate lists of individual agencies phone trees in this plan.

## **BACTERIAL AND VIRAL DISEASE ORGANISMS/AGENTS**

The Centers for Disease Control and Prevention and the Federal Bureau of Investigation maintain a list of agents that are known or highly probable choices for use as bio weapons.

[www.bt.cdc.gov/Agent/Agentlist.asp](http://www.bt.cdc.gov/Agent/Agentlist.asp)

For additional information from CDC on bioterrorism see its website:

[www.cdc.gov/health/diseases.html](http://www.cdc.gov/health/diseases.html) and select "B" or Bioterrorism from the list.

The biological agents of greatest concern at this time include those that cause the following diseases: Anthrax, Smallpox, Plague, Botulism, Brucellosis, and Tularemia. The NCPH Infectious Disease and Bioterrorism Plan (Appendix 7 to Annex B) of the NC EOF contains a detailed list of reference related to bioterrorism and agents of concern.

The appendices to the NC Public Health Bioterrorism Preparedness and Response Plan (NC Department of Health and Human Services) contains current hardcopy information on biological agents of concern and the important epidemiological and clinical features associated with each. An outline of this information is included later in this plan.

## DEFINATIONS AND ABBREVIATIONS

**Alternate Care Facility** - Identified facilities usually adjacent to or near hospitals that can be used to augment or replace hospitals.

**Area Command** - Area Command is an expansion of the incident command function primarily designed to manage a very large incident that has multiple incident management teams assigned.

**Basic Plan** - The county Emergency Response Plan.

**Biological Agent** - Germs or pathogens, living microorganisms, such as bacteria, viruses, fungi or the toxins they produce, that can cause disease in humans, animals, or plants, either naturally or artificially.

**Bioterrorism** - The terrorist use of microorganisms or toxins derived from microorganisms to produce death or disease in humans, animals or plants.

**Critical Agencies** - The Madison County Health Departments, Blue Ridge or New River Mental Health, Law Enforcement, Fire, Medical Examiner, EMS, Emergency Management, HAZ MAT, FBI or SBI.

**CDC** - The Centers for Disease Control and Prevention.

**Decontamination (DECON)** - The physical removal or chemical alteration or destruction of chemical contaminants or pathogens from personnel and equipment.

**DHHS** - The North Carolina Department of Health and Human Services. **Disease**

**Agent** - Any pathogen capable of causing disease. **EOC** - Emergency Operations

**Center**

**Epidemic** - a disease attacking many people in a community or region simultaneously or over a defined interval of time.

**Epidemiology** - The study of the causes, distribution, risk factors associated with, and control of diseases in populations.

**EPI TEAM** - (Epidemiological i.e. EPI) A team of professional from nursing, environmental health, laboratory, management, and other identified agencies local and state level involved in the investigation of disease outbreak.

**Evacuation** - The removal of potentially endangered persons from an area threatened by, or having experienced, an incident involving the release of a chemical, biological, or radiological material.

**FBI** - Federal Bureau of Investigation.

**Madison County Health Department Health District** - The regional local public health agency serving Madison County through your local health department of the same names.

**Hazardous Materials** - Any material that is explosive, flammable, poisonous, corrosive, reactive, or radioactive, (or any combination thereof), that requires special care in handling because it poses a hazard to public health, safety, and/or the environment.

**Hazardous Material Incident** - The uncontrolled non-permitted release of hazardous materials during storage or use from a fixed facility or during transport outside of a fixed facility that may impact public health, safety and/or the environment.

**Incident Command System or Center (ICS or ICC)** - The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident.

**Isolation** - the separation of a person or group of persons infected or believed to be infected with a contagious disease to prevent the spread of infection.

**Joint Information Center (JIC)** - The combination of two or more public information officers from different agencies operating within a common organizational structure with responsibility to manage the dissemination of information related to an incident.

**Joint Operations Center(JOC)** - The combination of two or more agencies operating within a common organizational structure to manage specific parts of an incident.

**MSCT** - Medical Services Coordination Team

NFS - National Pharmaceutical Stockpile - a national stockpile of pharmaceuticals and medical supplies controlled and managed by the CDC that may be deployed to the state at the request of the Governor or his designee.

NCEM - North Carolina Emergency Management.

NCGS - North Carolina General Statute. (Public Health Law)

NCHA - North Carolina Hospital Association

NCDPH - North Carolina Division of Public Health

NCDHHS -NC Dept. of Health and Human Services

OCC- Operational Command Center

**Pandemic** - An extremely widespread international epidemic of single disease.

PHOC - Public Health Operations Center

**Quarantine**- the restriction of activities or limitation of freedom of movement of those presumed exposed to a communicable disease in such a manner as to prevent effective contact with those not so exposed.

**Resources** - All personnel and major items of equipment available, or potentially available, for assignment to incident tasks on which status is maintained.

SBI - State Bureau of Investigation

SERT - State Emergency Response Team.

**SORT**-

SIC- Madison County Health Department Health District Safety and Infection Control Team

**Staging Area** - That location where incident personnel and equipment are assigned on a three (3) minute available status.

**Madison County Health Department Health District**- The local Public Health Agency serving Madison County.

**Toxin** - A noxious or poisonous substance formed or elaborated during the metabolism and growth of certain microorganisms, capable of causing illness and even death in those exposed (e.g., botulism toxin results in botulism).

**Unified Command** - In ICS, Unified Command is a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, responsibility or accountability.

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
TERRORISM AND BIOTERRORISM  
ANNEXN  
APPENDIX 2  
SMALLPOX PLAN**

**Background**

The last naturally acquired case of smallpox occurred in 1977, and there has not been routine vaccination of the general population of the United States since the early 1970's. With waning immunity in those who were vaccinated, and a large percentage of the population at risk for smallpox in light of a bio terrorist attack. It is anticipated the Centers for Disease Control and Prevention (CDC) and the federal government would coordinate the response to a possible or confirmed outbreak of smallpox. However, it will take time until a final plan is enacted. This document is a guideline for Madison County Health Department Health District to follow as a part of the State Smallpox Plan to date.

The variola virus causes smallpox. It is spread person-to-person via close contact with an infected patient and exposure to respiratory droplets containing the virus, but infection can also occur via aerosols and contact with an infected patient's bedding (Henderson JAMA 1999). The incubation period is typically 12 to 14 days, at which time patients typically develop high fevers, headache, backache, and a rash. The rash begins as a maculopapular eruption of the face and mouth, which then spreads to the trunk and extremities (Henderson, JAMA 1999). The rash then becomes vesicular and subsequently pustular prior to scabbing. The overall mortality rate from smallpox approximates 30%, but is much higher in the less common hemorrhagic and malignant forms of smallpox.

Prior to the onset of rash, patients are not infectious (Henderson, JAMA 1999). There is no approved treatment for smallpox; care is supportive. Post-exposure vaccination with the vaccinia vaccine is effective in preventing the development of smallpox.

**Smallpox Release**

If release of smallpox is overt, i.e. announced, then it is expected that the federal response would be in place prior to individuals becoming infectious (i.e., before the onset of rash). Public and private health care systems will work together on a county level to deal with those concerned that they have been exposed, isolated, contact tracing, and distribution of vaccine. The focus of this document will be for the scenario of a covert release of smallpox or for the case of a patient with a rash suspicious for smallpox.

**Initial Presentation of Suspected Case/s**

There would be four different settings for the initial presentation of a patient with possible smallpox at a local medical facility where there has been covert release of the virus:

1. A patient may be at home and call the office of his/her primary care provider or the emergency department.
2. A patient may present to a clinic (primary care, dermatology, and urgent care clinic;

3. A patient may present to the emergency room;
4. A patient who is admitted to an area hospital may subsequently demonstrate signs or symptoms suggestive of smallpox. This document focuses on the response to a suspected case of smallpox in the first 24 hours and the subsequent events.

### Overview of the Local Plan

Madison County Health Department Health District will be the lead agency in Madison County for any and all smallpox events. The district will follow the most current North Carolina State approved plan and protocols.

The core activities for public health response to the presence of smallpox can be partitioned into three main groups:

- Pre-event preparations (see attachment).
- Event Response- "Ring" Vaccination (see attachment).
- Mass Vaccination of Residents

#### Pre-event Preparations

Working directly with the local Emergency Management Team the Health Director has an established plan outlining how each local agency will address the needs of the community. The health district will function in accordance with our local Bioterrorism Response Plan. (Section 1 of this manual). The team will work in connection with the Regional Surveillance Team for area 6 based in Asheville.

Locally, the health department in each county has identified the key staff (Epidemiology Team Members) to receive the first vaccines. Secondly, The Emergency Management team has worked to identify the other emergency response personnel that will need the second round of vaccine. Finally, a location has been identified for a Mass Site Vaccination Program as well as for the Secure Site for Storage of Vaccine. (See Bioterrorism Response Plan for details).

#### Communication

In order for this plan to be effective each agency will need to maintain open communication regarding any bioterrorist event or suspected event. The Emergency Management Coordinator and Health Director or designee will communicate between the local, state and public health agencies.

#### EPIDEMIOLOGY (Epi) TEAM

The District Epi Team will respond as outlined in the documents contained in this manual. Working from the Overview Procedures they will implement any portions necessary to complete the investigation, monitoring, coordinating, evaluation, documentation and follow-up for any given EVENT.

The team must remain flexible in light of ever changing guidelines, protocols and mandates issued from the State of North Carolina and/or the Federal Government. As a result of this

changing situation, there is no truly definable guide, only a well-thought-out manual containing all the supportive and directive information that is currently available.

**MADISON COUNTY EMERGENCY OPERATIONS PLAN  
TERRORISM AND BIOTERRORISM  
ANNEXN APPENDIX 3 Small Pox Plan  
County Wide Duties and Responsibilities**

**Key Points:**

The very best of planning will still be subject to change, we need to go forward with the knowledge to *expect the unexpected.*

Pre-Event we will have more control and may be able to help in each other's county in either stage. The mass vaccination event will be more on the spot and we will need to not have much advance notice if any. We will need to use day one for getting everything set up at the site. Getting the vaccine ordered and stored securely will be a major point of concern.

1. Communication Issues

- Local Health Department
- TRHD
- Local doctor's offices
- Health Director and Epi Team
- Chain of Command Locally EMC to HD to Team
- Chain of Command from Regional Surveillance Team and beyond

2. Master List of County Residents

- Voter Registration
- Census
- E911
- Townships or Voting Precincts
- Other

3. Media

- Contact Person Health Director/Designee
- Prepared Statements for January 2003 and beyond
- Media Release to run simultaneously
- Schedule regular times to give the news releases during the event.

4. Clinical

- List of Area Doctors and Nurses
- List of available for the specific event

- Shift length/ hours/breaks/schedules
- Backup plan for other incidents
- Vaccine/Storage/Handling/Controlled Use
- Disease Investigation (Epi Team)
- Hospitals/Pharmacists/Local Medical Offices/Home Health/Nursing Homes/Funeral Home
- State Laboratory or the Regional Bioterrorism Lab
- Medical Evaluations
- Counter-indications
- Dressing Changes for the patient to take home (Need volunteer group to prepare)

#### 5. Environmental

- Investigation of disease outbreak
- Other incidents
- Epi Team
- Storage and handling of food for workers in the mass event
- Work in connection with State and Federal

#### 6. Health Director

- PR Person
- Public Health Incident Command
- Power of Quarantine and other authority under public Health Bioterrorism Law

#### 7. Emergency Management for your County

- Incident Command

#### 8. Incident Command Center

- The central point of command for the local agencies...

#### 9. State/Federal

- CDC/STATE

#### 10. Regional Surveillance Team

- Review of local plans
- Assistance with drills
- Assessment
- Disease surveillance
- Continuing Medical Education
- Assist with National Pharmaceutical Stockpile
- Outbreak Investigation assistance
- Early detection of event or outbreak

- Training
- Consultation
- Biological Sampling
- NFS information resource
- Liaison
- Provision of accurate, timely information to the public

#### 11. Liability Issues

- Malpractice/standing physician orders
- General liability for the agencies involved
- Workers Comp for workers with complications as a result of the vaccine
- Federal Government

#### 12. Expenses

- Supplies
- Labor costs for the event/tracking
- Emergency Disease Relief if available

#### 13. Grant Funding for Training

#### 14. Security

- Sheriff's department/Police Dept./State Patrol
- Fire Department Volunteers

#### 15. Transportation

- School Buses ( residents to vaccination site)
- Transportation Vans (Home Health Nursing)

#### 16. Emergencies

- EMS (one at each site minimum)

#### 17. Traffic Control

- Appointed by Sheriff's dept.



ANNEXO

GUIDELINES TO ACTS OF TERRORISM INVOLVING

WEAPONS OF MASS DESTRUCTION

**GUIDELINES TO  
ACTS OF TERRORISM INVOLVING**

**WEAPONS OF MASS DESTRUCTION**

**Prepared by Madison County Emergency Management – May 25, 2004**

## **The Terrorism Threat and What It Means to You:**

**Terrorism is defined as the unlawful use or threat of use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objections.**

Over the past decade, local governments have had to address the issue of terrorism more than ever. Local government no longer can afford the luxury of being immune to terrorist threats.

The fact that we are public officials or employees of governmental agencies makes each of us a target.

Additionally, we are the responders to terrorist attacks on private businesses or groups in our response jurisdictions.

This document is to be used as a guide in the event of a terrorist threat or actual event in Madison County. All responders must be aware of the potential for injury and/or death to both themselves and to others.

## PURPOSE

This plan is intended to define the responsibilities of emergency personnel and others in response to domestic terrorist incidents. This plan includes terminology, assignments and responsibilities.

Two major complications emergency personnel will encounter during a terrorist incident are:

1. Limited numbers of trained Law Enforcement/EMS/Fire personnel available
2. Individuals or groups working without authority and/or independently from organized efforts

This document is confined to the boundary of Madison County, and the Towns of Hot Springs, Marshall and Mars Hill. It is imperative that each level of government and each response organization be aware of the rules and responsibilities required for a professional response.

The legal foundation for this plan is found in the Presidential Decision Directive (FDD) FDD-39 dated June 1995 and FDD-62 dated May 1998, and Homeland Security.

There are three primary phases associated with terrorist incidents:

1. Crisis Management - Includes the broad spectrum of data collection and dissemination of information primarily to law enforcement and other groups part of the initial response. Also included are the first-in organizations and is a part of the efforts by all levels of government to ensure life, safety and rescue efforts.
2. Consequence Management - Refers to response measures implemented to ensure continuity of essential services of government and to provide emergency relief to all levels of government. Consequence Management is primarily an emergency function. Crisis Management and Consequence Management should be activated at the same time and work hand-in-hand to resolve and recover from acts of terrorism.
3. Initial emergency response efforts will focus on the protection of human health, environment and property. Such efforts include: command and control, evacuation, fire suppression, rescue, mass casualty/triage operations, contaminant/control, and cleanup. Additional response will be associated with recovery and consequence management.

During such emergencies, law enforcement agencies will expand their operations as necessary to provide the increased protection required to prevent disaster conditions. Numerous federal and state law enforcement agencies are available to support local law enforcement agencies.

Possible targets in Madison County include:

Transportation System (Rail, Pipelines, Truck)  
Governmental Complexes  
Special Events (with large audiences)  
Business/Industry  
Schools  
Electrical Lines, Stations and Sub Stations  
Water Treatment Plant and Intakes  
Forest Lands

## II. SCOPE

### A. Situation:

Terrorist incidents include the use of explosives, mass casualties, use of weapons of mass destruction and releases of hazardous materials. Weapons of mass destruction can include explosives, chemicals, biological, nuclear and incendiary devices. Such situations can pose significant health and safety concerns to the population, property and environment.

### B. Assumptions

- A terrorist incident could threaten a significant number of people in Madison County
- Emergency response personnel (Fire/EMS/Law Enforcement/Emergency Management) and qualified technical experts will be available with equipment and resources to detect, analyze, evaluate and cope with most incidents
- Planning, training and coordination of emergency response personnel serves to reduce hazards and associated risks. Proper development and execution of terrorist intelligence through the law enforcement community and providing information and training to emergency responders will significantly reduce the number of casualties from a terrorist attack or WMD incident
- First responders will be first on the scene and may not be prepared to manage it.
- Jurisdictions may be able to cope with minor situations. However, should an incident become a major emergency, additional emergency resources could be rapidly deployed through existing mutual aid agreements and could be further augmented by County, State, Federal and private industry resources.
- A combination of trained personnel and operational equipment can be positioned to detect, measure, report, analyze, evaluate and conduct counter-measure operations. Trained local emergency response organizations can effectively manage an accident scene with technical assistance from State and Federal agencies.
- First responders are likely to be on their own for several hours or more until specialized resources become available.  
Substances involved in an incident can be identified within a reasonable time from many sources. These include:
  - USDOT Emergency Response Guidebook
  - NIOSH Guidebook
  - First Responder Chem-Bio Handbook
  - Defense Against Toxic Weapons
  - Material Safety Data Sheets
  - Product Containers
  - CHEMTREC, etc.

- Emergency planning efforts will assume that most of the population will cooperate with local officials and follow recommended protective activities. Such measures could include evacuation instructions for relocation to designated areas.
- Private automobiles/ school, and County Transportation buses will be the primary means of transportation for evacuation movement. Available alternate transportation resources would be coordinated to support evacuation of the public without transportation, special needs individuals (e.g. handicapped, mobility impaired, developmentally disabled) and the elderly.
- The initial movement of population(s) at risk may occur immediately following the on-scene assessment of the situation by emergency response authorities, or by the issuance of an evacuation order by county officials.
- Evacuees could be isolated from their homes for extended periods of time.
- The first unit to arrive on the scene must not blindly rush to individual victims, but must first perform a rapid assessment of the situation and ensure that proper personnel, equipment and supplies are dispatched to provide essential lifesaving efforts. These actions and initial decision (in the first few minutes) will influence the entire response and management of the incident. Proper actions and decisions will avoid confusion, chaos and inefficiency. The responders must take in account the possibility of secondary devices for intentionally injuring emergency responders.

### III. DEFINITIONS

Biological Weapons. Weapons using organic (plant or animal) material designed to injure or kill by use of illness producing bacteria, virus, rickettsia or toxin. Examples are anthrax, cholera, plague, ebola, botulism, and ricin.

Blister Agent. A chemical agent (vesicant) which causes severe blistering and burns to eyes, skin, and tissues of the respiratory tract. (Mustard gas or lewisite).

Blood Agent A chemical agent that interferes with the ability of blood to transport oxygen and causes asphyxiation. (Hydrogen cyanide or cyanogen chloride are good examples).

Chemical Weapons. Weapons using inorganic substances to injure or kill. Examples are sirin gas, nerve gas, riot control gas and corrosive chemicals.

Chemical Harm. Refers to the six types of harm (TRACE-M) that can be encountered in a terrorist incident (Thermal, radioactive, asphyxiation, chemical, etiologial and mechanical).

Choking Agent. A chemical agent that causes physical injury to the lungs, such as chlorine and phosgene.

Crisis Management refers to managing a crisis, such as a terrorist attack. It includes actions taken prior to the incident, such as intelligence, target identification and analysis, and target hardening, as well as the emergency response and the handling of the events after it has occurred. This is where bulk of law enforcement responsibilities fall regarding terrorism.

Consequence Management refers to managing the event after it has occurred to contain and keep it from exacerbating, and to restoration after the event has concluded. The Emergency Management Director's responsibilities fall for the most part in this category.

Corrosive Materials: A chemical agent that can cause chemical harm at an incident scene. Liquids or solids causing visible destruction or irreversible alterations in human skin on contact.

Domestic Terrorism refers to acts perpetrated within a country by citizens of that country by groups or individuals who operate without foreign direction. National Terrorism is the older term used to describe domestic terrorism. The Oklahoma City bombing is an example.

Emergency Operations Plan (EOF). A document which (1) assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency; (2) sets lines of authority and organizational relationships, and shows how all actions will be coordinated; (3) describes how people and property will be protected in emergencies and disasters; (4) identifies personnel, equipment, facilities, supplies, and

other resources available for use during response and recovery activities. The Emergency Management Director has responsibility for preparing and implementing this plan in the event of a major event of disaster.

Etiological refers to the study of human diseases and their causes

Etiological Harm. Exposure to a living microorganism or its toxins, which causes, or may cause, human disease. Biological agents.

Explosive Weapons. Weapons designed to explode, causing thermal and mechanical damage.

Federal Response Plan (FRP). A plan developed to expedite Federal support to disasters, which is activated when the State's resources are insufficient to cope with a disaster. Implemented after the governor has requested Federal assistance.

GEDPAPER An incident analysis process (Gathering information, Estimating course and harm, Determining strategic goals, Assessing tactical options and resources, Planning and implementing actions. Evaluating, and Reviewing.

Hot zone. This generally refers to the immediate area of the hazard, where PPE is necessary to protect human life. Only trained specialist with PPE should be allowed into the hot zone.

Incendiary Weapons: Weapons designed to initiate combustion and start a fire.

Incident Command (IC). Systematic management of the incident. (Command Post). The IC may also refer to the Incident Commander.

International Terrorism refers to acts of terrorism by citizens of one country against fellow citizens in another country or against citizens of another country. The New York City Trade Center bombing is an example of international terrorism.

Groups or individuals who are involved in domestic terrorism may represent radicals from the extreme left, the extreme right, or special interest beliefs, such as the anti-abortion movement, the animals rights movement, etc.

Irritating Agent. A chemical agent, such as riot control agents, which causes respiratory distress. Designed to incapacitate. Pepper spray, Mace, and tear gas are examples.

NAERG. *The North American Emergency Response Guidebook.*

Nerve Agent. A substance, which interferes with the central nervous system, such as saran gas, Soman, tabun and VX agent.

PPE Personal Protective Equipment.

Radiological Weapons (Nuclear) Weapons using alpha particles, beta particles or gamma rays to inflict sickness or death. For example, detonating a conventional explosive in close proximity to nuclear material for the purpose of introducing alpha or beta particles or gamma rays to the environment.

Shielding. Refers to maintaining significant physical barriers between you and the hazard, such as vehicles, buildings, walls, and personal protective equipment.

Site Safety and Health Plan A series of checklists used to manage an incident and to assure the safety of all involved. (An OSHA requirement in critical incident handling).

Sizeup The rapid mental evaluation of the factors that influence an event (i.e. size up the scene).

Strategic goals Broad, general statements of intent, such as protect human life.

Terrorism is defined by the Federal Bureau of Investigation as "the unlawful use offered against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in the furtherance of political or social objectives."

Regardless of the definition used, terrorism included three elements:

1. Terrorist activities are illegal, criminal acts and they involve the use of force
2. The objectives are to intimidate or coerce,
3. The actions are committed in furtherance of political or social objectives Thermal Harm.

Thermal harm is the result of exposure to the extremes of heat and cold.

Times, Distance and Shielding (TDS). The three types of protective measures commonly associated with hazardous materials training. (1) limit the time you are exposed to the hazard; (2) keep as much distance upwind and uphill, between you and the hazard as possible; (3) shield yourself with a wall, automobile, building or protective clothing.

Toxic Materials. A chemical that can cause harmful effects poisoning the system at an incident scene. Toxins can come from organic (animal, plant or microbe) or from an inorganic substance (chemical).

Transnational Terrorism refers to acts of terrorism by citizens of one country against citizens of another country carried out for a third country. The massacre of Puerto Rican pilgrims at Lod Airport, Tel Aviv, Israel, by members of the Japanese Red Army, carried out at the request of the Popular Front for the Liberation of Palestine (PFLP) is an excellent example of transnational terrorism.

Vesicant. A chemical agent, such as blister agent, which causes severe burns to eyes, skin and tissues of the respiratory system. Mustard gas for example.

Virus. The simplest type of microorganism, lacking a system for its own metabolism, they depend on living cells to multiply and cannot live long outside of a host. Smallpox, Ebola, Marburg and Lassa fever are examples.

Weapons of Mass Destruction (WMD) the term currently used which refers to Federal Legislation which sets forth the Government's policy regarding the use of weapons of mass destruction by terrorists.

#### IV. CONCEPT OF OPERATIONS

As part of the awareness program associated with acts of terrorism, the first responders must ensure their own protection and the protection of all responding departments.

- A. Listed below are the primary components of the concept of operations. Primary first responders can address some components; the Incident Command System (ICS) will address other components.
1. Threat assessment levels
  2. Notification process - interval and external, primary and support
  3. Command and control - ICS
  4. Entry protocols
  5. Roles, responsibilities and checklists
  6. Chain of evidence and evidence preservation
  7. Medical operations

The above is not an all-inclusive list, and is only intended to emphasize the need for a deliberate response process.

- B. Threat Assessment - Will be addressed by local law enforcement agencies, SBI, FBI, ATF and other law enforcement agencies.
- C. Notification Level - Internal/External - Primary/Support - Listed below are the primary response and support agencies, which are part of the notification process:
1. Law enforcement - Local, State, Federal
  2. EMS
  3. Emergency Management
  4. Fire Service
  5. Hospitals
  6. Public Health Regional Surveillance Team (PHRST)
  7. Health Department
  8. State Emergency Management
  9. Public Information Officer(s)

- D. Command and Control - Response

In any response to a terrorist incident, the Incident Command System will be used. The Incident Command System will provide all responders with a full accountability system for the entire incident. In addition, under the ICS concept numerous agency representatives can be the Incident Commander over the time frame and the incident. Incident Command

In any WMD incident, it is absolutely essential to take absolute control of the scene and the incident. A Command Post will be set up as expeditiously as possible outside the affected area with representatives of the Sheriffs Office, Emergency Management Office, Fire Departments, Rescue and EMS. Other state

and local law enforcement agencies as designated by the Emergency Management Office, and federal agencies as they arrive.

A designated area will be set up for the News Media, also outside the effected area Another designated area may need to be set up for relatives of victims, depending on the circumstances.

The chief law enforcement officer for the affected jurisdiction is the overall commander for law enforcement and critical incident matters pending the arrival of the FBI Incident Commander. The Emergency Management Director is the incident commander pending the arrival of the FBI for Consequence Management activities, and for Crisis Management activities pertaining to fire and rescue operations.

#### Unified Command

This type of command and control is represented by multiple levels of government and is more often than not seen in the EOC environment. A *unified command system* consists of agencies of the city and county government as well as agencies of the state and federal government in a single location. This command structure is also found in large-scale incidents and incidents such as terrorism.

#### E. Assignment of Responsibilities

1. Jurisdictional Matters - The Madison County Sheriffs Office is charged with the responsibility of protecting all citizens of Madison County from unlawful or criminal conduct including a terrorist incident, and is the first responder in crisis management unless the incident occurs in a municipality of the county. Should the event occur in the Town of Hot Springs, Marshall, and Mars Hill, the Sheriff will make contact with the Police Chief and offer assistance.

Emergency Management is responsible for consequence management activities. In the event that local resources are insufficient to handle a major incident, Emergency Management will notify the State Emergency Management Office and request assistance.

Federal legislation, the Antiterrorism and Effective Death Penalty Act of 1996 gives primary jurisdiction to the Federal Bureau of Investigation (FBI) in matters of counterterrorism within the U.S. Presidential Policy Directive (PPD) 39 "United States Policy on Counterterrorism" enhances and strengthens the federal government role in this area.

The FBI has primary jurisdiction in the area of crisis management, and is assisted and supported by state and local agencies. The Federal Emergency Management Agency (FEMA) has the responsibility for Consequence Management. In the event that local and state resources are

exhausted and federal assistance is necessary; FEMA makes the contact to federal agencies.

## 2. Command Action Guidelines

- Park command vehicle upwind/upgrade and not too close.
- Set up the command post in a place away from direct involvement with casualties and personnel either in a
- Mobile command unit or Fixed facility
- Give detailed situation report and establish command:
- Estimate number of casualties, designate an exclusion zone.
- Alert all personnel to use their SCBA and personal protective clothing
- Request more resources immediately:

VII.    \* **Additional alarms**  
          \* **EMS/Fire task forces**  
          \* **Hazmat unit**

VIII.   \* **Bomb Squad**  
          \* **Air supply unit(s)**  
          ^ **Command bus**

IX.     \* **EPI Team**  
          \* **Public Health Regional Surveillance Team (PHRST)**

X.      \* **Medical Response Team**

XI.     \* **MCIT (Mass Casualty Incident Team)**

## XII.

- Establish and maintain direct telephone line or discreet radio channel to ECC
- Consider using task force alarms as individual groups to manage specific functions
- Assign a Fire Department to the command post for staff and command support
- Consider need for a forward command post
  - Emphasize the possibility of secondary devices
- Request the senior ranking law officer to report to and remain at the command post to:
- Coordinate evacuation
- Cordon area

- a. Provide scene security designate and maintain scene access for arriving and departing ambulances, medic units, and other emergency apparatus
- Serve as a liaison with the FBI
  - Establish sectors immediately and ensure use of vests:
  - Have radio channels assigned to sectors to improve both operational control and efficiency
  - Alert hospitals to imminent mass casualties (Many may arrive in their own vehicles
  - Request buses to transport ambulatory patients
  - Consider using other Hazmat teams to assist with decontamination at the scene, field hospital(s) and/or area hospitals.
  - Establish pre-decon areas to temporarily control citizens who may need decontamination. Separate people who are symptomatic from those who are not.
  - Use tank water from one or more pumper for gross decontamination of patients
  - Set up and staff separate decontamination sites for civilians and emergency services personnel
  - Be prepared to direct and/or coordinate the inflow of resources from local, state, and federal agencies. Assign a liaison officer to assist with coordination.
  - Make arrangements for replacement of contaminated personal protective equipment
  - Remember that the incident is also a crime scene. Preserve suspected evidence where practicable.
  - Request canteen(s) for food and rehydration fluids.

### 3. Command Post

The incident command post will be established on arrival of the first units and will handle communications to and from the incident scene, news releases relating to the incident and all requests for resources and/or decisions regarding the incident. The Madison County Mobile Command

Post will be sent to the scene for use of the incident commander and command staff.

- a. Incident Commander- Will be responsible for overall response, coordination with other emergency services, coordination with command staff, municipal and Madison county ??? government officials and accountability of personnel, equipment and the public.

#### 4. Staging Area (s)

The Incident Commander will determine the location(s) for staging and will direct that responding resources report to the staging area. The Staging Officer is responsible for:

- Ensuring access into and out of the incident scene for personnel, equipment and supplies
- Coordination with primary personnel
- Maintaining a status log of personnel, equipment and/or supplies available from staging. Will coordinate such information with the Command staff.
- Maintaining communications necessary to support operational activities between field units, staging and the Command Post.

#### 5. Emergency Medical Service

The individual in charge of the first responding unit shall assess the need for additional emergency medical response, coordinate triage and any medical evaluation, coordinate medical transportation, support decontamination, alert area hospitals and request additional equipment.

#### 6. Scene Control

Law enforcement personnel will be responsible for access to the scene, crowd control, traffic control, evacuation coordination and support.

#### 7. Hazardous Materials

Fire department personnel shall be the primary authority for managing hazardous material incidents which pose a threat to life and/or property. HAZMAT teams will be used for reconnaissance, decontamination, sampling and hazard mitigation.

#### 8. Emergency Management

Emergency Management personnel will set up the Joint Information Center (JIC) and coordinate with state and federal agencies. Emergency Management will serve as a liaison to Public Health, Hospitals, Air and Water Quality, State Emergency Management and other agencies.

Emergency Management will coordinate consequence management for scene recovery.

F. Public Information

This area of response for incidents of terrorism or suspected acts of terrorism is critical to ensure public confidence, eliminate rumors, provide accurate, timely information to concerned responders and to the citizens. This activity **MUST** be centrally located in the EOC setting. The establishment by local government of a Joint Information Center (JIC) with all levels of responding organizations of government present will be the basis of disseminating information to the media and the public.

G. Types of Emergency Conditions:

1. Potential types of local emergency conditions are as follows:

- Potential Emergency Condition - An incident which can be controlled by the first response agencies and does not require evacuation of other than the involved structure or immediate area. The incident is confined to a small area and does not pose an immediate threat to human health, the environment, or property.
- Limited Emergency Condition - An incident involving a greater hazard or larger area which poses a potential threat to human health, the environment or property and which may require protective action including limited evacuation or in-place sheltering.
- Full Emergency Condition - An incident involving a severe hazard or a large area which poses an extreme threat to human health, the environment and property and will probably require a large-scale evacuation; or an incident requiring the expertise or resources of county, state, federal and/or private agencies/organizations. In all probability, little if any advance warning of WMD will occur.

The FBI, provides terminology for increase in the range of incidents that can be used during the management crisis.

- Credible threat presented in verbal, written, intelligence-based form.
  - An act of terrorism which exceeds local FBI capability.
- Limited consequence with confirmed explosive/WMD with injury or death.
- Major consequence of a detonation of an explosive/WMD with injuries and deaths.

H. Additional Law Enforcement Requirements

Emergency law enforcement operations will be an expansion of normal functions and responsibilities. These responsibilities will include maintenance of law and order, traffic control, crowd control and security.

Other than by statutory requirements, law enforcement activities will remain under the control of the senior law enforcement officer for the jurisdiction in which the emergency operation is taking place.

Law enforcement agencies will have responsibility for both warning and assisting the public relative to an evacuation, for traffic control in and near an evacuated area and for the security of such areas pending the return of the populace.

During emergency situations, the Sheriff or designee may coordinate County law enforcement operations from the County Emergency Operations Center (EOC). In cooperation with the EOC, municipal law enforcement agencies will direct their law enforcement activities within respective command posts.

Coordination among law enforcement agencies will ensure security for vacated hazard areas, essential industries, prisoners, evacuating populations and congregate care facilities.

Civil Disturbances: when groups with conflicting viewpoints form, law enforcement agencies may gather intelligence by both overt and covert means. By monitoring the conditions, the responsible officials may sense when such gatherings are most likely to precipitate a commotion. By pre-planning and utilizing mutual aid agreements, responsible officials can have reasonable assurance that adequate support is available to counter a civil disturbance and maintain/or restore order.

Once a "State of Emergency" proclamation is issued by a municipality or Madison County, the issuing governmental body has the additional authority to effectively address the situation.

## I. Special Services

- A. In-county public shelter operations will be coordinated by the American Red Cross (ARC) liaison, assisted by the county Department of Human Services.
- B. In an emergency situation Human Services may, out of necessity, expand their day-to-day operation.
- C. Human Services will be appropriately assisted by Madison County Emergency Management and other county agencies, as necessary.
- D. The director of Human Services will open and operate the special needs shelters/reception centers to care for the patients requiring special needs.

- E. By prior agreement, the staff of the evacuated nursing/rest homes are to assist in the operation of special care shelter facilities.
- F. The Madison County School systems will cooperate with Human Services and I Red Cross in the operation of school facilities activated as public emergency shelters, including the furnishing of kitchen staff and custodial personnel.

## J. Implementing Guidelines

The information below is meant as basic response guidelines for terrorist incidents. The IC must use discretionary judgment to ensure a timely, professional response. The only way to ensure the IC's decision are in the best interest of responders and the public is to use all possible sources of information from all response organizations in the decision making process.

1. **LOW CONDITION (GREEN)** This Condition is declared when there is low risk of terrorist attacks. All departments and agencies should consider the following general measures in addition to the agency -specific Protective Measures they develop and implement:
  - Refining and exercising as appropriate preplanned Protective Measures;
  - Ensuring personnel receive proper training on the Homeland Advisory System and specific preplanned department or agency Protective Measures;
  - Institutionalizing a process to assure that all facilities and regulated sectors are regularly assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities.
2. **GUARDED CONDITION (BLUE).** This condition is declared when general risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Condition, All departments and agencies should consider the following general measures in addition to the agency- specific Protective Measures that they will develop and implement:
  - Checking communications with designated emergency response or command locations;
  - Reviewing and updating emergency response procedures; and
  - Providing the public with any information that would strengthen its ability to act appropriately.
3. **ELEVATED CONDITION (YELLOW).** An Elevated Condition is declared when there is a significant risk of a terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions. All departments and agencies should consider the following measures that they will develop and implement.
  - Increasing surveillance of critical locations;
  - Coordinating emergency plans as appropriate with nearby jurisdictions;

- Assessing whether the precise characteristics of the threat require the further refinement of preplanned Protective Measures; and
- Implementing, as appropriate, contingency and emergency response plans.

**4. HIGH CONDITION (ORANGE).** A High Condition is declared when there is a high risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, All departments and agencies should consider the following general measures in addition to the agency - specific Protective Measures that they will develop and implement:

- Coordinating necessary security efforts with Federal, State, and local law enforcement agencies.
- Taking additional precautions at public events and possibly considering alternative venues or even cancellation;
- Preparing to execute contingency procedures, such as moving to an alternate site or dispersing their work force; and
- Restricting threatened facility access to essential personnel only.

**5. SEVERE CONDITION (RED).** A Severe Condition reflects a severe risk of terrorist attacks. Under most circumstances, the Protective Measures for a Severe Condition are not intended to be sustained for substantial periods of time. In addition to Protective Measures in the previous Threat Conditions, All departments and agencies also should consider the following general measures in addition to the agency - specific Protective Measures that they will develop and implement:

- Increasing or redirecting personnel to address critical emergency needs;
- Assigning emergency response personnel and pre-positioning and specially trained teams or resources;
- Monitoring, redirecting, or constraining transportation systems; and
- Consider closing public and government facilities.

#### K. Chain of Evidence

This process is part of the protocols and is critical for ensuring preservation of any evidence collected. Although this phase of the operation is very critical to incident resolve from start to finish, it should NEVER take precedence over LIFE SAFETY operations. The law enforcement services at local, state and federal levels will provide guidance on this part of the incident operation. All agencies, both primary and support, must be aware of the importance of this issue.

##### 1. Considerations

- > Do not throw away any debris or trash from scene
- > Debris removal will be controlled by law enforcement agency at local, state or federal level.

- > Rescue personnel and medical personnel at the site and at the hospital will be familiar with this operation and will do all within their power to ensure preservation of evidence short of life safety or life and death situation. **LIFE AND SAFETY ALWAYS COMES FIRST.**
- > Private contractors for debris removal MUST follow directions of law enforcement agency.
- > Debris disposal will also be directed by law enforcement agencies.
- > Other

#### L. Mass Decontamination

1. This segment of response to terrorist incidents is a very critical part of of people in a very short period is imperative to limit exposure, possible burden to hospitals, and spread of contamination. The primary , departments assigned this program element are:
 

response. The ability to conduct mass decontamination of large numbers
2. Regional Response Team 6 (RRT-6)
3. Madison County Volunteer Fire Departments
4. Mutual Aid Fire Departments for
  - a. Dependable source of clean water
  - b. Adequate resources to conduct operation
  - c. Adequate workforce to perform mission
  - d. Ability to conduct operation at multiple locations
5. Local resources will be the primary source for this program element. The state will also provide assistance, and mutual aid requests can provide resources and personnel. In addition, elements of the military, North Carolina National Guard can assist in this phase of operation. Prior agreement with local and state units listed above will be part of local and state plans that address mass/large scale decontamination.

V. DECONTAMINATION ACTION GUIDELINES

- (a) Consider wind direction & grade when deciding where to locate decon stations a Ensure that decon personnel use suitable respiratory protection and at least turnout gear, including butyl gloves. If available, use chemical protective gear.
- (b) Avoid contact with unknown liquids on floor, ground, and other surfaces a Designate pre-decon area (consider shelter, security and access to area) a Separate asymptomatic, symptomatic and non-ambulatory casualties a Give directions to ambulatory casualties a Set up separate decon areas for emergency services personnel and civilians
  - Ensure site provides for privacy and security
  - Establish separate decon areas for males and females
  - Assign male and female decon personnel at appropriate sites a Cordon decon area using barrier tape and prepare decon signs for decon sites a Decon immediately casualties who have liquid agent on skin and/or clothing. Note: Must wipe skin if agent is an oily liquid, a Consider decon "runoff", contain if practical a Set up decon station(s)

at field and area hospital(s) outside a Prepare decontamination solution(s)

- Mixing one part household bleach and nine parts water (1:9) yields at 0.5% solution (for skin decon)
- Full strength household bleach (5%) (for clothing and equipment decon)

(c) Mix "dry chlorine" granules (calcium hypochlorite) with water at the following ratio:

- 1 ounce of chlorine granules to 1 gallon of water = 0.5% solution
  - 10 ounces of chlorine granules to 1 gallon of water = 5.0% solution
- a Keep water temperature for decon between 60 degrees Fahrenheit (16 degrees Centigrade) and 70 degrees Fahrenheit (21 degrees Centigrade) a Determine method of Water/solution application:
- Portable sprayers
  - Portable showers
  - Hose Streams (small diameter at low pressure) a Determine type of decon:
  - Passive (removal of clothing)
  - Dry
  - Wet
  - Cross Ventilation (electric fans preferred)

(d) Set up decon "tents" or other enclosures for added patient protection and privacy:

- Use salvage covers, pike poles, aerial ladder/tower or pumpers and rope to build temporary ambulatory and non-ambulatory decon areas. a Consider using engine and truck companies to help set up and manage specific decon functions a Assign the following resources to each decon site:
- Engine Company (water supply)
- Truck Company (cross ventilation, etc.)
- Police Officers (security and control)

- a Provide Tyvek or other suitable disposable clothing, including shoes/sandals for decontaminated casualties. a Provide separate plastic bags for victims clothing/personal property
    - Place clothing and personal property in separate bags
    - Use LD. tracking system to maintain accountability of clothing/personal property
- Consider using other hazmat teams to assist with decontamination at the scene, field hospital and/or area hospitals a Consider impact of using fans and/or fixed ventilation system to dissipate vapors a Rotate crews at no more than one hour intervals and send them to rehab sector a Remember: speed and thoroughness (whole body decontamination) are critical to the success of the decontamination operation if lives are to be saved.

Review this reference periodically to improve recall!

#### A. Public Information

This area of response for incidents of terrorism or suspected acts of terrorism is critical to ensure public confidence, eliminate rumors, provide accurate, timely information to concerned responders and to the citizens. This activity **MUST** be centrally located in a joint effort by all levels of government and **MUST** be centrally located in the EOC setting. The establishment by local government of a Joint Information Center (JIC) with all levels of responding organizations of government present will be the basis for disseminating information to the media and the public.

Be prepared for a massive interest by the media. Past incidents have drawn reporters  $\wedge$  from newspapers, radio and television from miles away as well as helicopters. By an immediately putting in place a public information procedure, panic on the part of the public will be lessened. It is advisable to contact the FAA to restrict airspace in the area.

Media personnel should be briefed as quickly as possible and re-briefed on a regular basis thereafter.

#### B. Rescue Operations

##### *Key Factors and Steps to Help Decide Whether Rescue is a "Go" or a "No Go" Situation*

- Weather Conditions: Consider the impact of wind direction and speed, temperature and humidity, and precipitation on the behavior and spread of chemical agent(s) and on emergency operations. Use on-scene weather monitoring equipment if available.

- Scene Hazard Assessment: Avoid "tunnel vision." Don't just assume chemical related hazards. Also consider the possible presence of biological agents, radiological materials, and/or explosive devices.

Reconnaissance (Recon): Conduct Recon to determine if live victims are still in the area of the chemical agent release. Unless wearing a Level A suit, just view the contaminated area through a closed window, an entrance doorway or other reasonably safe location to gather victim information. The Recon team must wear at least their protective clothing, with openings taped and using SCBA. (Review separate reference for proper taping procedure).

- Victim Information - Rescue Operations

Location: Are casualties visible near an entrance? Are they in the line-of-sight? Can they be heard? Estimate how long it would take to reach and move them.

Number: If there are enough hazmat team personnel in Level A suits available to rescue live victims in a timely manner, use them. Otherwise, consider using personnel who are wearing an acceptable protective alternative, with SCBA, as approved by the Incident Commander.

Condition: Are casualties ambulatory or non-ambulatory? Signs and symptoms? Traumatic injuries? Entanglement? Mental state?

Exposure: Estimate how long they have been exposed to the chemical agent(s). 20 minutes? 30 minutes? Longer? Shorter?

Rescue and Standby Teams: Select at least two personnel per team with appropriate personal protection. Ensure they are hydrated and wearing cooling vests, if available.

- Chemical Agent Hazard Reduction: Consider use of positive pressure ventilation (PPV) fans (electric preferred) or other fans to reduce or redirect vapor or aerosol concentration. Be sure that use of these fans will not spread chemical agent to endanger other people. If fans are acceptable, they should be placed in service while rescuers are donning their protective ensemble.
- Review Information about Chemical Warfare Agents (CWA): Remember, all chemical warfare agents are heavier than air, except for HCN. The higher the vapor pressure of a CWA, the higher its rate of evaporation (volatility). Temperature and humidity can affect CWA properties and exposure risk.
- SCBA (positive pressure): SCBA must be used for all rescue missions. SCBA provides an inhalation Protection Factor (PF) of 10,000. This is excellent respiratory protection.
- Personal Protective Ensemble (PPE): Limit the initial exposure time to 2-3 minutes. No entry team will re-enter the contaminated area unless authorized and extreme circumstances clearly warrant doing so. Based on chemical warfare agent(s) released,

the quantity, its properties, the circumstances surrounding its release, and vapor suppression measures used, the Incident Commander may allow the rescue personnel to operate in the contaminated area for a longer period.

Caution: Because concentrations of the chemical agent released in a building could result in different concentrations in the rooms and corridors, victims should be removed through doors or windows that lead directly to the outside. If this is not possible, the rescuers should consider the use of escape masks by victims who must leave through other rooms and corridors to reach the outside.

Caution: When deciding which way to remove victims, remember that the chemical agent released is likely to be heavier than air. So, victims at ground level should be removed through a window or door that leads directly to the outside. When evacuating upper floors, consider removing victims through upper floor windows or by roof, using ground or aerial ladders.

Caution: Face Piece Removal. After exiting the rescue area, rescuers must continue using their SCBA to prevent respiratory harm from "off-gassing" of chemical agent until their decontamination is complete. The regulator and face piece must be the last items removed.

- Emergency Decontamination: Unless delay would compromise rescue, set up decontamination area before entry is made, locate setup as close as practicable, and monitor operations. Rescuers must remove their protective clothing before removing their regulator and face piece to avoid breathing any vapors possibly trapped in their clothing. Use chemical agent monitors.
- Medical Monitoring: Check vital signs and ECG. Check again for chemical agent signs and symptoms.
- Rehabilitation (REHAB): Provide rest and re-hydration. Re-check vital signs as necessary.

Remember this Quick Reference is just a guide. Existing conditions, knowledge of the chemical agents, good judgment, combined with available personnel and personal protective equipment, will greatly influence what level of protection is used by rescuers. The safety of both the rescuers and victims is of paramount concern. When level A suits are not available, the mission of protected rescuers is to rescue live victims, nothing more.

## V. DIRECTION AND CONTROL

Within the county, there are four (4) primary categories of response agencies that generally respond to WMD incidents 24 hours per day. They are: 1) Sheriff's Department/Municipal Law Enforcement and State Highway Patrol 2) Municipal/Volunteer Fire Departments, 3) County EMS/Rescue Squads and, 4) the County Emergency Management. The initial response efforts, combined with on-scene incident management, will be provided by appropriate emergency response agencies. The first dispatched agency arriving on scene will

establish direction and control based on the size and complexity of the incident. The Incident Commander will call in additional resources as required.

The county Emergency Operations Center (EOC) is located at the 911 center unless otherwise stated, Madison County Health Department.

The Chairman, County Board of Commissioners, with support from heads of municipal governments, key county and municipal officials, and non-government personnel staff, has overall responsibility, and will exercise direction and control from the EOC, or the alternate EOC, during shelter and relocation operations.

The Madison County Manager, and the Emergency Management Director will act as the chairman's principal advisors during WMD related emergencies.

EOC staffing and internal operations will be in accordance with the need.

EOC communications will include systems now in use by county and municipal governments on a day-to-day basis as well as the Emergency Alert System (EAS), if activated.

911 personnel should be alert to the potential for acts of domestic terrorism. They should be familiar with common terms and phrases associated with nuclear material, biological and chemical weapons of mass destruction, and explosives.

During the course of any call intake procedure, telecommunicators should gain as much information as possible about the incident upon which the call has been made. While collecting the basic information of who, what, when, where and so on, the telecommunicator should listen for key words as indicated above and gather appropriate information. If a key word is heard, that should initiate the domestic terrorism response protocol as follows:

- Dispatch both law enforcement, EMS and the appropriate fire unit to a staging site near to the location of the call.
- Responders should be advised that they are responding to a possible incident of domestic terrorism
- When responders arrive at the staging site they will consult and make a determination, based on the information provided by communications, as to which unit should respond and the best approach route to the site.
  - a) If the event involves suspected chemical or biological agents fire personnel are to respond
  - b) If the event involves explosives police should respond
    - 1) approach scene from upwind/upgrade
    - 2) wear at least respiratory protection and protective clothing
    - 3) alert other first responders of potentially dangerous conditions

- 4) restrict entry to area
- 5) look for secondary devices
  - To the extent possible radio and cellular phone use will be terminated when approach is made on the site so as not to accidentally trigger an explosive device.
  - No other persons, civilian or sworn, should be allowed to approach the site
  - No other response units are to approach the site until the risk has been determined
  - The approach unit will access the risk and return per radio (only if no explosive devices are found) the staging site with the assessment
  - If the risk is real, or appears to be real, the approach unit should immediately order the evacuation of the area and initiate appropriate action. If the threat is false return to normal protocols.

Notifications - EOC staff will make the following notification if the risk is real or appears to be real:

- a) Emergency Services Director
- b) Appropriate Law Enforcement
- c) RRT-6 (Emergency management will notify RRT-6 only.
- d) Hospitals
- e) Health Department
- f) Public Health Regional Surveillance Team (PHRST)

Activate Emergency Response Plan

## VI. ADMINISTRATION AND LOGISTICS

The agencies that may become involved in a WMD incident will develop and maintain emergency procedures and response capabilities as appropriate to address such incidences. Such capabilities will include appropriate hazardous materials training, coordination of the Incident Command System (ICS) and maintenance of mutual aid agreements.

Specific Fixed Facility Information: Information about each facility identified as having extremely hazardous substances will be collected, catalogued and maintained by the Madison County Emergency Management office and made available to emergency responders and the public as required.

### Training/Logistics:

Each agency and organization assigned WMD responsibilities will be trained in the employment of assigned emergency equipment.

Radiological emergency equipment which is not issued to emergency response organizations will be stockpiled and maintained in reserve at the county Emergency Management Agency's facility.

Transportation, as required by shelter operations, relocation operations, or as required for securing supplies and equipment will be coordinated by the Madison County Emergency Management Office.

Training is required at the operations level for all emergency responders in the subject of WMD, Incident Command, Search and Rescue, HAZMAT and other assigned duties.

Reporting for weapons of mass destruction incidents will be in accordance with reporting requirements and standard operating procedures.

## VII: AUTHORITIES AND REFERENCES

## VIII: COMMAND ACTION DECONTAMINATION GUIDELINES CHECKLIST TERRORISM FLOWCHART

### Initial Response

- Stage Initial arriving units uphill and upwind from the incident

- Establish a command post
- Locate the Command Post away from direct involvement with casualties and personnel
- Establish a staging area
- Give detailed report and establish command
- Determine the number of casualties and designate an exclusion zone
- Instruct personnel to put on protective equipment
- Put on your own protective equipment
- Gather information on the agent (chemical/biological/explosive/radiological)
- Immediately call for more resources: city and county.
- Additional alarms for EMS/Fire/Law Enforcement/Emergency Management
- Hazardous Material unit (Asheville-RR6 Emergency Management will notify only)
- Bomb Squad
- Mobile Air Units

Major signs/symptoms of exposure:

- Pinpoint pupils
- Runny nose/salivation
- Tightness of the chest, coughing
- Jerking and twitching
- Difficulty breathing
- Nausea/vomiting/diarrhea
- Sudden loss of consciousness

- Convulsions/apnea

#### Blood Agents

- AC Hydrogen Cyanide
- CK Cyanogens Chloride

AC is lighter than air and CK is heavier than air

#### Signs/symptoms of inhalation exposure

- Headaches
- Strong stimulated breathing
- Loss of consciousness
- Convulsions/apnea

(Note: normal pupil size/no secretion) Besides these effects, CK may cause burning/stinging on contact with eyes, exposed skin or respiratory tract.

#### Blister Agents

- HD Sulfur Mustard (delayed)
- HN Nitrogen Mustard (delayed)
- L Lewisite (effect immediate)

plus all are heavier than air and can be absorbed through eyes, lungs/skin

#### Signs/symptoms of exposure

- Reddening of eyes/gritty irritation
- Reddening of skin
- Severe itching/burning of skin
- Blisters with/without pain
- Sore throat, hoarseness
- Dry cough/ nausea/vomiting

Note: signs/symptoms may not present until 2-24 hours after exposure to Mustard agents.

#### Choking Agents

- CG Phosgene
- PS Chloropicrin
- CL Chlorine

plus all are heavier than air

#### Signs/symptoms of exposure

- Mild irritation of eyes, nose, throat (immediate)
- Shortness of breath, coughing, frothy secretions (2-24 hours later)
- Nausea/vomiting
- Pulmonary edema

**Caution:** Riot control agents have more severe irritant effects on the eyes, nose and throat, with some shortness of breath and coughing immediately after exposure.

Point to Remember

1. Be aware of potential terrorist targets.
2. Nerve, blood, blister and choking agents are heavier than air except hydrogen cyanide.
3. The respiratory tract and eyes are particularly susceptible to chemical agent exposure. Pinpoint pupils, dimness of vision, pain above the eyes, and tightness in the chest are signs/symptoms of nerve agent exposure.
4. The immediate and ongoing use of SCBA (with minimal skin protection) will ensure survivability in a vapor hazardous environment.
5. An incident involving a chemical agent is still a hazmat incident.
6. Plan for decontamination of mass casualties; however, vapor exposure requires only the removal of clothing in a clean environment.
7. Consider benefit of using PPV, and/or foam to dilute or suppress a chemical agent.
- \* 8. Remember, a terrorist-related incident is a crime scene. Coordinate activities with law enforcement officers in the interest of safety, security, and preservation of evidence.
9. Coordinate/manage requested/not requested outside sources. On Scene
  1. Place apparatus upwind/upgrade
  2. Use SCBA & wear protective clothing
  3. Be alert for signs of secondary devices
  4. Avoid contact with any pool of liquid
  5. Isolate/deny entry to area
  6. Observe/report signs symptoms of agent exposure. Ask victims about symptoms experienced and what happened.

7. Triage/decontaminate/treat victims
8. Alert hospitals immediately of possible mass casualties
9. Decontaminate victims exposed to a **liquid agent** by removing all of their clothing and/or applying copious quantities of water or household bleach solution diluted to 0.5%,\* whichever is practicable. Protect eyes and face of the victims (Use bleach for nerve and blister agents only.) If bleach is used, rinse off solution thoroughly with water after 10-15 minutes.

**For vapor exposure** only or as a precautionary measure, remove victim's clothes to at least their underwear (i.e. women bra & underpants; men, underpants)

\*The use of 0.5% bleach solution is noted in the *Medical Management of Chemical Casualties Handbook*, 2<sup>nd</sup> edition, September 1995. Aberdeen Proving Ground, MD

10. Remember a terrorist attack is a crime scene. Preserve evidence where practical. 11. Request the haz-mat team if it has not already been dispatched.

12. Request more resources immediately if the incident has already exceeded the capability of on scene resources or is likely to escalate.

**Review this reference periodically to improve recall**



North Carolina Department of Environment and Natural Resources

Michael F. Easley, Governor

William G. Ross Jr., Secretary

Asheville Regional Office  
Division of Waste Management  
Solid Waste Section

October 4, 2006

**CERTIFIED MAIL**  
**RETURN RECEIPT REQUESTED**

**CM# 7004 1350 0001 6624 6759**

Mr. Ricky McDevitt, County Manager  
Madison County  
PO Box 579  
Marshall, NC 28753



**SUBJECT: NOTICE OF VIOLATION**  
Madison County Solid Waste Management Plan  
Three Year Update

Dear Mr. McDevitt:

Pursuant to N. C. General Statute 130A-309.09 A(b) you are hereby informed that Madison County has not complied with this general statute of North Carolina. The Department has not received the Madison County Solid Waste Management Plan-Three Year Update due July 1, 2006. Please be advised that your county should comply with this statute by November 30, 2006.

Additionally, N.C.G.S. 130A-309C(g) states that "A unit of local government that does not comply with the requirements of G.S. 130A-309.09 A(b) shall not be eligible for grants from the Solid Waste Management Trust Fund, the Scrap Tire Disposal Account, or the White Goods Management Account and shall not receive proceeds of the scrap tire disposal tax imposed by Article 5B of Chapter 105 of the General Statutes or the proceeds of the white goods disposal tax imposed by Article 5C of Chapter 105 of the General Statutes to which the unit of local government would otherwise be entitled".

Pursuant to N.C.G.S. 130A-22(a) and 15A N.C.A.C. 13B .0701-.0707, an administrative penalty of up to \$5,000.00 per day may be assessed for violation of the Solid Waste Management Law or Regulations.

Page 2  
Madison County

If you have any questions please telephone me at (828) 296-4702 or e-mail at [deborah.aja@ncmail.net](mailto:deborah.aja@ncmail.net).

Sincerely,



Deborah Aja  
Waste Management Specialist  
Solid Waste Section

Cc: Mark Poindexter, Field Operations Branch Head – NCDNER Solid Waste Section  
Brent Rockett Western District Supervisor – NCDNER Solid Waste Section  
Ellen Lorscheider, Policy and Program Branch Head – NCDNER Solid Waste Section ✓  
Jim Huff, Madison County Solid Waste Director



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North Carolina Department of Environment and Natural Resources

Michael F. Easley, Governor

William G. Ross Jr., Secretary

Asheville Regional Office  
Division of Waste Management  
Solid Waste Section

October 27, 2006

Mr. Ricky McDevitt, County Manager  
Madison County  
PO Box 579  
Marshall, NC 28753

SUBJECT: **CLOSURE NOTICE**  
Notice of Violation Dated October 4, 2006  
Madison County Solid Waste Management Plan  
Three Year Update



Dear Mr. McDevitt:

On October 12, 2006 the Department received Madison County's Solid Waste Management Plan Three Year Update as required by North Carolina General Statute 130A-309.09 A(b).

This letter serves to confirm that the requirements of the Notice of Violation have been satisfied and the violation has been corrected. Thank you for your cooperation in this matter. If you should have any questions or require my assistance in the future please do not hesitate to call me at (828) 296-4702.

Sincerely,

Deborah Aja  
Waste Management Specialist  
Solid Waste Section

Cc: Mark Poindexter, Field Operations Branch Head -- NCDNER Solid Waste Section  
Brent Rockett Western District Supervisor -- NCDNER Solid Waste Section  
Ellen Lorscheider, Policy and Program Branch Head -- NCDNER Solid Waste Section  
Jim Huff, Madison County Solid Waste Director