



Town of Nags Head Emergency Operations Plan

January 3, 2024

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PROMULGATION

[Insert Promulgation Letter from the Town Commissioners and/or Mayor]

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CONCURRENCE OF TOWN DEPARTMENTS

The following departmental representatives of the Town of Nags Head concur with the content of the Town of Nags Head Emergency Operations Plan. As needed, revisions will be submitted to the Fire and Ocean Rescue Department. Signed:

Ben Cahoon, Mayor	Date Signed
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Andy Garman, Town Manager	Date Signed
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Randy Wells, Fire Chief	Date Signed
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Perry Hale, Police Chief	Date Signed
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Nancy Carawan, Public Services Director	Date Signed
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Kelly Wyatt, Planning and Development Director	Date Signed
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Amy Miller, Finance Director	Date Signed
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Jan Mielke, Human Resources Officer	Date Signed
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David Ryan, Town Engineer	Date Signed
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Karen Snyder, Information Technology Administrator	Date Signed
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Roberta Thuman, Public Information Officer	Date Signed
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Carolyn Morris, Town Clerk

Date Signed

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DISTRIBUTION

The Fire and Ocean Rescue Department prepares, coordinates, publishes, and distributes the Emergency Operations Plan (EOP) under the direction of the Town Manager. The EOP is distributed to the Town departments, incorporated municipal governments, state and federal agencies, utility companies, and Dare County identified in **Table i-1**. The EOP is also posted on the Town of Nag Head website and is available upon request to other interested external organizations.

Table i-1. EOP Distribution

Town Departments/Offices	Local Organizations	Other Organizations
Mayor	Dare County Emergency Management	Outer Banks Hospital
Town Manager	Dare County Emergency Medical Services	Nags Head Elementary School
Town Board of Commissioners	Dare County Health and Human Services	North Carolina Department of Transportation
Town Clerk	Dare County Sheriff's Office	National Park Service
Fire and Ocean Rescue	Dare County Water Department	North Carolina State Parks
Police	Dominion Power	
Public Services	Town of Kill Devil Hills	
Code Enforcement	Town of Manteo	
Finance and Administrative Services	Peak Resources	
Human Resources	The Nature Conservancy	
Town Engineer		
Planning and Development		
Human Resources		
Public Information		
Town Attorney		

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RECORD OF CHANGES

Each update or change to this EOP is tracked. When updates to the EOP are made, the change number, the date of the change, the name of the person who made the change, and a summary description of the change is documented in **Table i-2**. See [Section 12, Plan Development and Maintenance](#) for more information on the process for reviewing and revising the plan.

Table i-2. Record of Changes

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- Appendix C:** North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement
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- Appendix E:** Emergency Contact Information
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- Annex A:** Emergency Operations Center Guide
- Annex B:** Scenario- and Function-Specific Playbooks
- Annex C:** OBX Regional Hazard Mitigation Plan

1. INTRODUCTION

The Town of Nags Head's emergency management program is managed by the Fire Department, with significant support from Town departments. Together, they are committed to preparing the Town and the community to effectively respond to and recover from emergencies – minimizing the loss of lives, damage to property and the environment; and enabling the restoration of continuity of services.

This Town of Nags Head Emergency Operations Plan (EOP) provides an overview of the jurisdiction's approach to emergency operations. It identifies emergency response policies, describes the response and recovery organization, and identifies specific roles and responsibilities for Town departments, external government partners, and community partners.

This plan complies with the National Incident Management System (NIMS), the National Response Framework (NRF), the Incident Command System (ICS), and is in alignment with the Dare County Emergency Operations Plan, and the North Carolina EOP.

1.1 Purpose

This EOP is the programmatic and legal document that establishes the Town of Nags Head's emergency management organization providing a basis for the Town's coordinated actions before, during, and after a disaster. The primary purpose of the EOP is to outline the Town's all-hazard, whole community approach to emergency operations to protect the safety, health, and welfare of its citizens.

Additionally, this EOP establishes the foundational policies and procedures that define how the Town will prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. It provides a description of the emergency management organization and how it is activated. Objectives for this EOP include:

- Identify the departments and other organizations designated to perform preparedness, response, recovery, and mitigation activities while specifying their roles and responsibilities.
- Set forth lines of authority and organizational relationships to show how all actions will be directed and/or coordinated.
- Define how the Town coordinates efforts across all levels of government, the private sector, and nonprofit organizations.
- Demonstrate the Town's understanding and adoption of state and federal policies and guidance used to manage emergency operations.

- Specify the coordination and communications procedures and systems that will be relied upon to alert, notify, recall, and dispatch emergency response personnel; warn the public; and protect residents, property, and the environment.
- Identify plans and procedures applicable to the EOP as supporting annexes or appendices.
- Describe how the Town maintains continuity of operations and government during emergencies that disrupt normal operations.
- Describe how the emergency management response organization transitions to achieve post-disaster recovery objectives.

1.2 Scope and Applicability

The level of detail and focus of a plan is defined by its scope. The scope of a plan can be broad or narrow in its applicability. The scope of an emergency plan can be defined by various factors including, but not limited to: geographic or jurisdictional boundaries, organizational authorities, roles, and responsibilities, demographics, specific threats, hazards, or functions, and phases of time. Depending on the scope, emergency plans fall within three broad categories: Strategic, Operational, or Tactical. **Table 1-1** below illustrates the relationships of Town plans and how their scopes fit within each level of planning.

Table 1-1. Levels of Planning

Strategic Planning	Sets Policy	• Town of Nags Head Emergency Operations Plan – Base Plan • Town of Nags Head Comprehensive and CAMA Land Use Plan • Outer Banks (OBX) Regional Hazard Mitigation Plan
Operational Planning	Defines objectives, desired outcomes, and provides direction	• Emergency Operations Center Guide • Incident- and function-specific Playbooks
Tactical Planning	Executes directives to achieve objectives	• Departmental Emergency Plans¹

¹ Departments are responsible for developing and maintaining the necessary tactical plans to assist in executing their department-specific responsibilities during an emergency incident.

		• Standard Operating Procedures (SOP) • Incident Action Plans (IAP)
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This EOP is a strategic plan with some operational elements designed to encompass the capabilities of the Town, the whole community, external partners, and the entire spectrum of hazards and threats addressed in the OBX Regional Hazard Mitigation Plan (HMP).

An EOP (this EOP) is often referred to as the Base Plan, because it has the flexibility to be applicable for any anticipated or unanticipated emergency or planned event which provides the framework necessary to support response to and recovery from these incidents. The EOP is the centerpiece of the Town's emergency planning effort, but it is not meant to define narrowly applicable operational or tactical procedures, and it is not the only plan that addresses emergency management functions. As a framework, it is supported by operational and tactical level plans which are applications of the concepts defined in the EOP. Some of these plans are identified in **Table 1-1**.

1.2.1 Phases of Emergency Management

Emergency management activities are often categorized in phases. In the past, the phases were limited to mitigation, preparedness, response, and recovery. However, with increased focus on human-caused disasters, guidance from the National Governor's Association and the National Fire Protection Association adds a fifth phase: prevention.

1.2.1.1 Prevention

The prevention phase includes activities, tasks, programs, and systems intended to avoid or intervene in order to stop an incident from occurring. Prevention can apply both to human-caused incidents (such as terrorism, vandalism, sabotage, or human error) as well as naturally occurring incidents. Prevention of human-caused incidents can include applying intelligence and other information to a range of activities that includes such countermeasures as:

- Deterrence operations
- Heightened inspections
- Improved surveillance and security operations
- Investigations to determine the nature and source of the threat
- Law enforcement operations directed at deterrence, preemption, interdiction, or disruption

1.2.1.2 Preparedness

The preparedness phase involves activities that are undertaken in advance of an emergency or disaster. These activities ensure operational capabilities and effective responses to a disaster. Emergency plans are developed and revised to guide disaster response and enhance capabilities. Planning activities include developing hazard analyses, training response personnel, improving public information including communications systems, and exercising and evaluating plans, processes, and capabilities. Preparedness activities fall into two basic areas: readiness and capability.

Readiness activities shape the framework and create the basis of knowledge necessary to complete a task or mission. Readiness activities might include, but are not limited to:

- Implementing hazard mitigation projects
- Developing hazard analyses
- Developing and maintaining emergency plans and procedures
- Conducting general and specialized training
- Conducting drills and exercises
- Developing agreements with other organizations
- Improving emergency public education and emergency warning systems

Capability activities involve the procurement of items or tools necessary to complete tasks or missions. Capability activities include, but are not limited to:

- Assessing the Town and its resources
- Comparing and analyzing anticipated resource requirements against available resources
- Identifying local sources for additional resources
- Purchasing new response systems, vehicles, personal protective equipment, etc.
- Establishing stand-by emergency contracts to expand capabilities.

1.2.1.3 Response

The Response Phase includes the activities that occur immediately before, during, and after the impacts of a disaster are observed. The Response Phase is typically divided into three sub-phases. Each phase has distinct considerations, which seldom flow sequentially, often occurring simultaneously. These phases are: increased readiness, initial response, and extended response. The Response Phase focuses on saving lives, reducing the severity of impacts to public health, the economy, and the environment. Additional operational details for the Response Phase are discussed in [Section 4, Concept of Operations](#).

1.2.1.4 Recovery

Recovery activities involve the restoration of services to the public and returning the affected area(s) to pre-emergency conditions. Recovery activities may be short term, intermediate, and long term. These activities range from restoration of essential utilities, such as water and power, to mitigation measures designed to prevent future occurrences of a given threat. [Section 11. Recovery Operations](#) provides the recovery framework for the Town of Nags Head.

1.2.1.5 Mitigation

Mitigation efforts occur both before and after emergencies or disasters. Post-disaster mitigation is actually part of the recovery process. This includes eliminating or reducing the impact of hazards that exist within the Town. Details on the Town's mitigation activities (particularly post-disaster) are included in **Annex C, OBX Regional HMP**. Mitigation efforts include, but are not limited to:

- Amending local ordinances and statutes, such as zoning ordinances, building codes, and other enforcement codes
- Initiating structural retrofitting measures
- Assessing tax levies or abatements
- Emphasizing public education and awareness
- Assessing and altering land use plans and/or codes
- Beach renourishment and dune reinforcement

1.3 Intended Audience

The Town's emergency management program serves the entire community. Since this EOP defines the programmatic framework of the Town's emergency management program, it is intended to be read and understood by the whole community. It is the intent of the Town to socialize the concepts defined in this EOP across the whole community with the goal of achieving a common purpose of preparedness and when a disaster occurs, responding with a united communitywide effort.

The primary audience of this EOP are the Town departments, elected Town officials, and representatives of private businesses and nongovernmental organizations (NGOs) that may staff positions in the Town of Nags Head Emergency Operations Center (EOC) or who provide support in the Town's prevention, preparedness, response, recovery, and mitigation efforts. This EOP is also a reference for other municipal governments in Dare County and State and Federal government agencies that may provide assistance.

1.4 Emergency Management Priorities

The following overarching operational priorities govern resource allocation and the response strategy for the Town of Nags Head during an emergency or disaster:

1. **Save Lives** – The preservation of life is the top priority of emergency managers and first responders and takes precedence over all other considerations.
2. **Protect Health and Safety** – Measures should be taken to mitigate the emergency's impact on public health and safety.
3. **Protect Property** – All feasible efforts must be made to protect public, private property, and resources, including critical infrastructure, from damage during and after a
4. **Preserve the Environment** – All possible efforts must be made to preserve the environment and protect it from damage during an emergency.

Commitment to serving vulnerable populations - Aligned with each of these priorities, the Town acknowledges that people with disabilities and others with access and functional needs in the community have unique vulnerabilities that often lead to disproportionate impacts during disaster response and recovery. Protecting these populations and meeting their needs is a high priority of the Town prior to, during, and after a disaster or emergency incident. It is a goal of all Town departments to actively look for opportunities to enhance communication with vulnerable communities.

1.5 Planning Assumptions

For planning purposes, The Town of Nags Head makes the following assumptions:

- The Town will commit all available resources to save lives, minimize injury to persons, and minimize damage to property and the environment.
- Emergencies may result in casualties, fatalities, and may displace people from their homes.
- An emergency can result in property loss, interruption of essential public services, damage to basic infrastructure, and significant harm to the environment.
- Emergency management activities are accomplished using NIMS and coordinated from a centralized Emergency Operations Center (EOC) during complex incidents.
- Local authorities maintain operational control and responsibility for emergency management activities within their jurisdiction, unless otherwise superseded by statute or agreement.
- The greater the complexity, impact, and geographic scope of an emergency, the more multiagency coordination will be required.

- The Town Manager, as the Director of Emergency Services, will coordinate the Town's disaster response in compliance with Town municipal Code cited in **Appendix B: Authorities and References.**
- Mutual aid assistance is requested when disaster relief requirements exceed the Town's ability to meet them.
- Mutual aid assistance is provided when requested if resources are available, but may take 72 hours or longer to arrive.
- Individuals, community-based organizations, and businesses will offer services and support in time of disaster.
- People with disabilities, access and functional needs, and other vulnerable populations may require unique resources and approaches to meet their needs during a disaster.

2. SITUATION OVERVIEW

Understanding the “situation,” is an essential, early step in developing an effective emergency plan. The situation is framed by the assessment of the Town’s risk, vulnerabilities, and capabilities. The situation also includes details on the Town’s climate, geography, economic activity, critical infrastructure, and community demographics. A complete understanding of the situation enables the Town to determine which capabilities are necessary to effectively response and recover.

Annex G – Town of Nags Head, of the **OBX Regional HMP**, includes a detailed and historical analysis of these elements, including hazard maps, historical occurrences, and relevant supporting data, providing a comprehensive description of the Town’s situation. The sections below provide a profile of the Town of Nags Head and descriptions of each hazard.

2.1 Town of Nags Head Profile

Nags Head is an incorporated municipality and a barrier island community located in northern Dare County. It is neighbored by Kill Devil Hills to the north and unincorporated Dare County to the south. Route 64 and the Melvin R. Daniels Bridge run from Roanoke Island to Nags Head, making the town one of the few entry points from the mainland to the Outer Banks barrier islands. The Town comprises a total land area of 6.59 square miles.

Appendix E, Map of the Town of Nags Head illustrates the Town’s location. A detailed description of the Town of Nags Head boundary is codified under Town ordinance, in Part I, Section 2 – Boundaries and Corporate Limits.

2.2 Hazard Assessment

For each threat and hazard, a profile has been established describing the threat or hazard in general, as well as details specific to Nags Head, when available. High risk hazard profiles are described in detail in **Annex C, OBX Regional HMP** and discuss the following topics: hazard description, strength/magnitude, past occurrences, location, frequency/ probability of future occurrence, and future condition considerations.

A brief description of each threat and hazard is provided below in alphabetical order; the order does not signify the level of risk to the Town. Additionally, playbooks for high-risk threats and hazards are found in **Annex B, Scenario- and Function-Specific Playbooks**.

2.2.1 Active Shooter

An “active shooter,” is an individual actively engaged in killing or attempting to kill people in a confined and populated area; in most cases, active shooters use firearms(s) and there

is no pattern or method to their selection of victims or the locations where they can occur.² Active shooter situations are unpredictable and evolve quickly. Typically, the immediate deployment of law enforcement is required to stop the shooting and mitigate harm to victims.

Because active shooter situations are often over within 10 to 15 minutes, prior to law enforcement arriving on scene, individuals must be prepared both mentally and physically to deal with an active shooter situation.

2.2.2 Civil Disturbance

Civil disturbance, is described as “any incident intended to disrupt community affairs and threaten public safety.” Civil disturbance is a result of civil unrest, when individuals or groups within the general population feel they are being discriminated against or that their rights are not being upheld. Triggers can include racial tension, immigration control, unpopular political decisions, loss of essential services or supplies, and natural disasters. Civil disturbance spans a variety of actions including strikes, demonstrations, riots, and rebellion.

Civil disturbance can be divided into the following three categories:

- Peaceful, non-obstructive demonstrations (low severity).
- Non-violent, disruptive demonstrations (moderately severe).
- Violent, disruptive demonstrations (severe).

In general, a low-severity disturbance such as a strike will cause little concern and little to no involvement from law enforcement. A moderately severe civil disturbance—such as a protest that disrupts nearby businesses and possibly causes some property damage—will require law enforcement intervention to restore order without using chemical agents or physical force. A severe civil disturbance—such as rioting, arson, looting, and assault—will require aggressive police action, including tear gas, curfews, and mass arrests. Severe civil disturbances may result in deaths, injuries, and property damage of varying degrees.

2.2.3 Communicable Disease Outbreak (Pandemic)

Communicable diseases are caused by pathogenic organisms, which can be a virus, bacteria, fungi, or parasites. Disease can affect any living organism, including people, animals, and plants which spread directly (through infection) and indirectly (through secondary effects). Some diseases can directly affect both people and animals. The major

² US DHS. Active Shooter: How to Respond. https://www.dhs.gov/xlibrary/assets/active_shooter_booklet.pdf, October 2008

concern with respect to disease in humans is the evolution of an epidemic or pandemic resulting from a disease that is virulent (severe), with a high morbidity (sickness/symptoms) rate combined with a high mortality (death) rate. Communicable diseases can also be released intentionally as a weapon of terror.

Pandemic viruses are different from seasonal outbreaks of influenza that are caused by subtypes of influenza viruses that already circulate among people. Viral outbreaks are usually caused by entirely new (novel) subtypes to which the population has no immunity because the subtype has either never circulated among people or has not circulated for a long time.

In 1918, the world experienced a severe influenza pandemic, the Spanish Flu. Worldwide fatalities were estimated to be between 20 and 50 million. Here in the United States deaths were estimated to be near 700,000.³

In April 2009, a novel strain of the influenza virus called swine flu (or H1N1) emerged. The virus was first detected in the United States and spread around the world. It spread in much the same way that seasonal influenza viruses spread. From April 12, 2009 to April 10, 2010, the Centers for Disease Control and Prevention (CDC) estimated there were 60.8 million cases, 274,304 hospitalizations, and 12,469 deaths in the United States due to the H1N1 virus.⁴

In January 2020, a novel strain of coronavirus called SARS-CoV-2 or COVID-19 emerged. The virus originated from China and eventually made its way to the United States. The virus is highly contagious – more contagious than the seasonal flu or the 2009 H1N1 influenza virus. Several unique aspects of COVID-19 made limiting the spread of the virus more difficult. Some of these include: a longer incubation period (time before symptoms appear), asymptomatic infected individuals unknowingly spreading the virus, and longer durations of being contagious.⁵ As of May 2023, the CDC estimates more than 1.1 million deaths in the United States due to the COVID-19 virus.⁶ The response to COVID-19 caused governments and businesses to employ extreme mitigation measures to limit in-person social interaction. Many businesses, government offices, schools, places of worship, and social events shutdown, either temporarily or permanently. Many people began conducting business and socializing virtually. The economy was severely impacted with several people losing their jobs and required significant government assistance. As of the date of this plan, the United States is still feeling the impacts of these measures and the

³ http://1918.pandemicflu.gov/the_pandemic/index.htm

⁴ <https://www.cdc.gov/flu/pandemic-resources/2009-h1n1-pandemic.html>

⁵ <https://www.cdc.gov/flu/symptoms/flu-vs-covid19.htm>

⁶ https://covid.cdc.gov/covid-data-tracker/#trends_dailytrendscases

virus itself. It may take several years to understand the full impacts of COVID-19 and to learn the critical lessons to enhance preparedness and response to future pandemics.

2.2.4 Cyber-attack

Cyber-attacks can disrupt vital government services and prevent access to vital records. Nation-states, criminal organizations, terrorists, and other malicious actors conduct attacks against critical cyber infrastructure on an ongoing basis. Denial of service (DoS) and ransomware attacks on government agencies have increased in recent years. Cybercriminals attack vulnerabilities in cyber-infrastructure which includes electronic information and communications systems, and the information contained in those systems. Computer systems, control systems such as Supervisory Control and Data Acquisition (SCADA) systems, and networks such as the Internet are all part of cyber infrastructure.

2.2.5 Earthquake

Earthquakes are caused by the movement of large pieces of the earth's crust, called tectonic plates. As the tectonic plates move against each other, they can become stuck together, causing stress between plates to build up until it eventually overcomes the friction holding them together. When this happens, the stress is released and the plates suddenly slip past each other, creating the shaking called an earthquake.

While minimal seismic activity does occur in western North Carolina, parts of Virginia and South Carolina, Nags Head faces minimal risk of earthquake generated impacts due to its location in the eastern part of North Carolina away from these seismic zones.

2.2.6 Flooding

Flooding is the accumulation of water where usually none occurs or the overflow of excess water from a stream, river, lake, reservoir, or coastal body of water onto adjacent floodplains.

In addition to severe tropical weather, less intense rainfall events have caused flooding in several areas of the Town. Identified areas include:

- The northern portion of Vista Colony subdivision.
- A small section in North Ridge near Buccaneer Drive.
- An area around Northport Lane and Lookout Road.
- An area near the Latter Day Saints Church also in the North Ridge Subdivision.
- The southeast corner of the Nags Head Acres subdivision.

- The area between Driftwood Street and Bonnett Street and along Wrightsville Avenue.
- Subdivisions including Old Nags Head Place, Dolphin Run, and Seven Sisters.
- Several locations along NC 12 and NC 1243. These two roads have seen an increase in flooding due to development growth and the increasing practice of filling of residential lots, which tends to displace water onto Town roadways during storm events.

The topography and development patterns in the Town result in vulnerability to flood damages from heavy rainfall events. The natural topography of the barrier island creates a low-lying “trough” between the maritime forest zone west of US 158, the primary beach, and foredunes in the vicinity of NC 12. In general, the maritime ridge serves as the breakpoint for overland surface runoff and subsurface groundwater flow between the Atlantic Ocean and the Roanoke Sound. Most of the developed properties exist east of the maritime ridge and are concentrated in the lower lying areas between the beach and maritime forest zones. Runoff tends to accumulate in the lower elevations of developed areas, creating a bowl like effect which leads to localized flooding by way of elevated groundwater conditions, surface runoff, or a combination of the two. Additionally, there is an increase in chronic flooding resulting from an increase in occurrences of “extreme” rainfall events.

The Town’s stormwater drainage system is ~~very~~ limited and relies heavily on five ocean outfalls maintained by the North Carolina Department of Transportation (NCDOT). These outfalls are undersized for the Town’s needs.

Flooding poses numerous risks to critical facilities and infrastructure. Risks, harm, or losses that are likely to result from exposure to flooding include:

- Roads that are blocked or damaged can prevent access throughout the area and can isolate residents and emergency service providers needing to reach vulnerable populations or to make repairs.
- Sections of causeway and/or bridges washed out or blocked by floods or debris from floods can cause isolation.
- Floodwaters can back up drainage systems, causing localized flooding.
- Floodwaters can get into drinking water supplies, causing contamination.
- Sewer systems can back up, causing waste to spill into homes, neighborhoods, and bodies of water.
- Underground utilities can be damaged.

2.2.7 Hurricane/Tropical Weather

Hurricanes and tropical storms are formed from tropical low-pressure systems that intensify and produce high winds, waves, rain, and flooding. Typically, they have a well-defined center of circulation and counterclockwise winds in the northern hemisphere. These low-pressure systems become tropical storms when their sustained winds reach 39 mph. They become hurricanes when their sustained winds reach 74 mph. Hurricanes and severe tropical storms represent serious threats to life and property on the North Carolina coast. Hurricanes can create a storm surge not only in the Atlantic Ocean but also in estuarine waters causing flooding along the sound shoreline. Much of land along the estuarine shoreline is low in elevation and can and does flood frequently. In reviewing several recent storms and other rain events, the Town has identified the following areas as particularly troublesome. Additional Town resources (people and equipment) are needed and allocated to these areas before, during, and after a storm event.

There have been a number of storms since 1950 that have affected North Carolina, Dare County and Nags Head. Recent notable hurricanes have included Gloria, 1985; Charlie, 1986; Bob, 1991; Emily, 1993; Arthur and Fran, 1996; Bonnie 1998; Dennis and Floyd, 1999; Isabel in 2003, Alex in 2004, Irene in 2011, Arthur in 2014, Matthew in 2016, and Dorian in 2019. Many of the above named storms resulted in both wind and flood damage and evacuation orders for Dare County. While there have been other storms that have affected the area, the above are the most noteworthy.

2.2.8 Public Safety Power Shutoff

Although a Public Safety Power Shutoff (PSPS) is technically not a threat or a hazard, it is included in this section because the initiation of a PSPS can have similar impacts to a community as an emergency that causes a power outage in the Town. There are three types of electrical power outages: planned for maintenance, unplanned, and preemptive - PSPS. A PSPS could include rotating outages due to transmission grid emergencies, the risk of causing wildfires, existing wildfires that could damage facilities or present a hazard to firefighters, or other circumstances where electrical lines are de-energized for public safety (i.e., severe weather).

A PSPS can leave communities and essential facilities without power, which brings its own risks and hardships. Shutoffs may last as long as six days. It is key to keep community members informed and to connect with those who depend on power for certain medical and independent living needs both before and during de-energization events.

2.2.9 Wildfire

A wildfire is an uncontrolled fire spreading through vegetative fuels. Wildfires can be caused by human activities (such as arson or campfires) or by natural events (such as

lightning). Wildfires often occur in forests or other areas with ample vegetation. In areas where structures and other human development meets or intermingles with wildland or vegetative fuels—which are referred to as the wildland urban interface (WUI) —wildfires can cause significant property damage and present extreme threats to public health and safety.

Wildfire danger is a threat across fuel-rich areas. High fuel areas, along with geographical and topographical features, create the potential for both natural- and human-caused fires that can result in loss of life and property damage. These factors, combined with natural weather conditions common to the area including significant winds, can result in fires. Any fire, once ignited, has the potential to quickly become large and out of control.

Wildfire risk is highest in northern Nags Head within Nags Head Woods and along the sound toward Cedar Island and Pond Island. Northern Nags Head and Cedar Island also contain low to moderate burn probability and coincide with areas in the WUI.

Residential development of single-family homes now borders the entire eastern edge of Nags Head Woods. There are more than 50 other homes within the forest itself. Most of these homes are constructed from wood, and many are immediately adjacent to the forest vegetation. Additionally, there is no fire break between these homes and the forest. This urban/forest interface is a significant concern for local fire departments and The Nature Conservancy.

Wildfire poses numerous risks to critical facilities and infrastructure. Risks, harm, or losses that are likely to result from exposure to wildfire include:

- Casualties (fatalities and injuries).
- Utility outages.
- Economic losses for repair and replacement of critical facilities, roads, buildings, etc.
- Indirect economic losses, such as income lost during the downtime that results from damage to private property or public infrastructure.
- Loss of natural and cultural resources.
- Smoke and air pollution.
- Creation of more favorable conditions for other hazards such as flooding and erosion.

2.2.10 Winter and Extratropical Storms

In addition to hurricanes, Nags Head is subject winter and other unnamed extratropical storms. These storms are often more complex and less predictable than tropical storms. Low pressure systems moving across the United States often strengthen once offshore, creating intense winds and rainfall and the potential for flooding. This strengthening occurs more often in wintertime when there is a temperature gradient between air over a cold landmass and the warm waters of the Gulf Stream. Perhaps the most notable event of this type was the Ash Wednesday Storm in March 1962. This storm, while not a hurricane, caused millions of dollars in damage not only to Nags Head but too much of the eastern seaboard. Another notable storm was an extratropical storm, the “storm of century”, which occurred in March 1993. This storm originated in Florida, traveled inland through North Carolina, and produced a storm surge that flooded estuarine areas of the Town with up to eight feet of water. Very little wind damage was associated with this storm. These storms can also often cause substantial beach erosion and oceanfront property damage.

Additionally, the Town is subject to snow and ice storms. The last ice storm the Town experienced was in 1996. This storm produced minimal damage. A severe winter storm occurred in 2003 with eight+ inches of snow accumulation in Town and ice on roadways for several days. The majority of damage was limited to frozen pipes. However, there was one residential structure fire where a residence was totally destroyed that was directly related to this winter storm.

2.3 Capability Assessment

The Town’s capability assessment, found in **Annex C, OBX Regional HMP**, identifies and evaluates the legal and regulatory, human and technical, and financial resources available to accomplish mitigation. The assessment illustrates the capabilities that currently exist, which helps to assess and prioritize potential mitigation actions. Mitigation actions enhance a community’s resiliency, but the actions need to be grounded in something achievable with existing capabilities. The assessment also identifies gaps in capabilities and resources and provides an opportunity to determine how capabilities can be improved and expanded. Indicated in **Annex C, OBX Regional HMP**, Nags Head has an overall capability rating of High.

3. PROGRAM ADMINISTRATION

An effective municipal government emergency management program requires the participation of each Town employee and the support of the community. This section describes the Town of Nags Head's approach to administering its emergency management program. Specifically, this section describes the program's leadership, state and federal guidelines, and the whole community approach to emergency management.

3.1 Program Roles and Responsibilities

The Town's emergency management program relies on the collective leadership and participation of each Town department and the Town's elected officials. Responsibilities for administering the program are described below.

3.1.1 Town Mayor

The Town Mayor is granted specific emergency management authorities in Chapter 14 of the Town's municipal code (see **Appendix B, Authorities and Regulations**). In addition to those authorities, the Town Mayor:

- Supports the Town Manager in managing Town resources during an emergency through policy solutions and external collaboration.
- Participates with other senior leaders and key personnel within Dare County in collaborative discussions to ensure public health and safety within the Town and across Dare County.
- Approves and executes Local Emergency declarations.
- Commits Town personnel, facilities, and equipment resources in support of emergency/disaster response operations.
- Informs the Town Manager of the details of senior leader decisions and authorizes actions in support of emergency/disaster operations within the Town or in support of other jurisdictions, when requested.
- Assesses the needs of the Town and shares related information with other senior leaders.

3.1.2 Town Manager

As the Town's chief executive officer, the Town Manager is responsible for ensuring the Town has an effective emergency management program. During an emergency, the Town Manager:

- Serves as the Emergency Management Director.
- Coordinates the acquisition of assistance from other government agencies and from the private-sector.
- Provides direction to Town departments in emergency management activities.
- Ensures appropriate information is provided to the public and response partners.
- Serves as the EOC Director when the EOC is activated.

3.1.3 Emergency Management Coordinator

The Town Manager designates an Emergency Management Coordinator to oversee the day-to-day responsibilities associated with the Town's emergency management program. Under direction from the Town Manager, the role of the Emergency Management Coordinator, is performed by the Town's Fire Chief, with significant support from each Town department and agency. Responsibilities of the Emergency Management Coordinator include:

- Advising the Town Manager as well as elected and appointed officials during all phases of emergency management.
- Conducting response operations in accordance with the NIMS.
- Coordinating the development of plans, and working cooperatively with other local agencies, community organizations, private sector businesses, and NGOs.
- Developing and maintaining mutual aid and assistance agreements.
- Advising and informing local officials and the public about emergency preparedness guidance.
- Developing and executing accessible public awareness and education programs.
- Conducting exercises to rehearse response activities; test personnel, plans and systems; and identify areas for improvement.

- Coordinating integration of the whole community into emergency planning and response including, but not limited to, individuals with disabilities, individuals from racially and ethnically diverse backgrounds, and others with access and functional needs.
- Helping to ensure the continuation of essential services and functions through the development and implementation of continuity of operations plans (COOP).

3.1.4 Town Departments

Town department heads and/or designees collaborate with the Emergency Management Coordinator during the development of this EOP and supporting emergency plans and providing key response resources. Participation of each department/agency in the planning process helps to ensure that function-specific capabilities are integrated into a comprehensive, executable, and scalable plan to safeguard the community. The department heads and/or designees and their staff develop, plan, and train on internal policies and procedures to meet response needs safely, and they participate in training and exercises to develop and maintain necessary capabilities.

In addition to their normal day-to-day functions and specific departmental emergency / disaster operational tasks, the following responsibilities are common to all Town departments:

- Prepare to perform primary functions for emergency/disaster operations that may impact the Town, including periods of planning, increased readiness, response, and recovery.
- Prepare appropriate emergency plans, Standard Operating Procedures, and/or Guidelines (SOP's & SOG's) to address emergency/disaster situations.
- Conduct regular internal reviews of assigned tasks.
- Establish procedures to assess and report emergency conditions (i.e., injuries, loss of life, and damages to facilities, properties and equipment).
- Develop department-specific public information materials for distribution to the public in emergency/disaster situations.
- Communicate emergency/disaster responsibilities to employees to ensure their readiness to respond to emergency/disaster situations.
- Prepare to work in non-traditional roles, when needed.

3.2 National Response Framework

The National Response Framework (NRF) is a guide to how all levels of government respond to all types of disasters and emergencies. The NRF is built on scalable, flexible, and adaptable concepts identified in NIMS to align key roles and responsibilities across the Nation. The NRF describes specific authorities and best practices for managing incidents that range from serious but purely local to those that are catastrophic and national in scope.

3.2.1 National Incident Management System

NIMS provides a comprehensive approach to emergency management for all hazards. NIMS integrates existing best practices into a consistent, nationwide approach to domestic emergency management applicable to all jurisdictional levels (public and private) and across functional disciplines. NIMS incorporates ICS, a standardized on-scene emergency management concept designed to provide an integrated organizational structure for single or multiple emergencies, and to enable emergency response across jurisdictional boundaries.

The Town of Nags Head's emergency management program complies with Federal and State guidance to use NIMS. The Town's support for NIMS was formally codified by resolution in 2005. Each system is described in detail below.

3.2.2 Incident Command System

The Town of Nags Head responds to disasters using ICS, which is a primary component of NIMS. This standardized incident management concept allows responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries.

ICS is based on a flexible, scalable response organization. This organization provides a common framework within which people can work together effectively. Because response personnel may be drawn from multiple agencies that do not routinely work together, ICS is designed to establish standard response and operational procedures. Using ICS reduces the potential for miscommunication during incident response.

The concepts of ICS are applied at each level of response. Each level is described below.

3.2.2.1 *Field*

The field-level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat. In a major emergency, the Town of Nags Head's EOC may

be activated to coordinate and support the overall response while field responders use ICS. The Incident Commander will initially be the most senior officer of the first responding agency. Responding agencies will determine the most appropriate agency and officer to assume Incident Command. Field coordination occurs under the leadership of the Incident Commander at an Incident Command Post (ICP).

Incident Commanders will report directly to the EOC, usually to their departmental counterpart. When the EOC is directly overseeing Incident Command teams, the EOC is operating in a centralized coordination and direction mode.

Unified Command is an application of NIMS/ICS and may be established at the field response level when more than one agency has jurisdictional authority or when incidents cross-jurisdictional boundaries. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP. In the Unified Command, entities develop a common set of objectives and strategies which provides the basis for a unified IAP.

3.2.2.2 Municipality

Municipalities are local governments which include incorporated cities, towns, and villages, and designated special districts. The Town of Nags Head is a local municipality. Local municipalities manage and coordinate the overall emergency response and recovery activities within their jurisdiction and statutory authorities.

3.2.2.3 County

A County is a local government and an intermediate level of the State's emergency management organization; it encompasses all unincorporated areas within a county's boundaries and all local municipalities within the county. The Town of Nags Head falls within Dare County. The County facilitates and/or coordinates information sharing, resource requests, and other support for local municipalities in the County. The County serves as the coordination and communication link between local municipalities and the State.

3.2.2.4 State

The State level prioritizes tasks and coordinates State resources in response to requests from counties; it coordinates mutual aid and assistance among the counties. The State level also serves as the coordination and communication link between the State and the Federal emergency response system. The State level requests assistance from other state governments through the Emergency Management Assistance Compact and similar interstate compacts/agreements; it coordinates with the Federal Emergency Management

Agency (FEMA) when Federal assistance is requested. The State of North Carolina operates out of the NC EOC.

3.2.2.5 Federal

When an incident occurs that exceeds or is anticipated to exceed local, state, tribal, territorial, or insular area resources or when an incident is managed by federal departments or agencies acting under their own authorities, the Federal Government may use the management structures described within the NRF. Additionally, the Federal Government may use supplementary or complementary plans to involve all necessary department and agency resources to organize the federal response and ensure coordination among all response partners.

Different federal departments and agencies may play significant roles in response activities, depending on the nature and size of an incident. Many of the arrangements by which departments and agencies participate are defined in the ESF annexes coordinated through pre-scripted mission assignments in a Stafford Act response, formalized in interagency agreements, or described in supplementary plans.

When the Federal Government provides assistance to a State or Region, it may establish a Joint Field Office to support communication, coordination, and collaboration.

3.3 Emergency Declarations

Nags Head Municipal Code, Section 14 empowers the Mayor to declare a State of Emergency and to request the Governor to declare a State of Emergency. A Local Emergency should be declared if there is extreme peril to the safety of persons and property within the Town or when the Town is overwhelmed and unable to abate an existing or potential emergency and requires resources from other unaffected political subdivisions and jurisdictions.

All prohibitions or restrictions issued under the State of Emergency Declaration, shall be proclaimed in writing and signed by the Town Mayor. The Town Mayor 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 town hall and can post it to the Town's website. Text of any proclamation shall be retained and certified copies shall be furnished upon request. Additionally, the State of Emergency declaration and all associated proclamations should be submitted to Dare County EM through WebEOC.

3.3.1 Purpose

The purpose⁷ of a municipal emergency declaration is as follows:

- Enables the Town to request and receive assistance from other agencies and from the State.
- Promulgate orders and regulations necessary to provide for protection of life and property including the undertaking of extraordinary police powers.
- Authorizes the issuance of orders and regulations to protect life and property (e.g., curfews).
- Activates pre-established local emergency provisions such as special purchasing and contracting.
- Serves as a prerequisite for requesting a Governor's Declaration of a State of Emergency and/or a Presidential Declaration of a Major Disaster.
- In the absence of a Presidentially-proclaimed State of War Emergency or State of Emergency, enables the Town to recover from the State the cost of extraordinary services or costs incurred in executing mutual aid agreements.

3.3.2 Notification

When issuing an emergency declaration, the following notifications should be made:

- The Town will notify Dare County and provide a copy of the local emergency declaration as soon as possible.
- Dare County should notify the North Carolina Department of Emergency Management (NCDEM) and provide a copy of the proclamation as soon as possible.
- Dare County is the primary contact between NCDEM and the Town of Nags Head for updates or on any requests for assistance.
- NCDEM responds in writing to the Town of Nags Head concerning the status of any requests for assistance included within the local proclamation or accompanying letter.

3.4 Whole Community Approach

The Town Nags Head understands the importance of engaging the whole community in each phase of its emergency management program. For this EOP and supporting plans

⁷ N.C.G.S. § 166A-19.22. Municipal or county declaration of state of emergency.

and procedures to guide successful response and recovery outcomes, they need to reflect the diversity of the Town's entire community. This diversity is represented by individual and organizational capabilities, by the way individuals perceive and respond to threats or hazards, and by the diversity of impacts individuals and organizations may experience following a disaster.

Understanding the whole community requires continued active engagement with all members of the community with the goal of establishing a common purpose and enhancing individual, organizational, and overall community resilience. The Town of Nags Head employs several approaches to engaging the whole community. Some of the key strategies are described in the section below.

3.4.1 People with Disabilities and Other with Access and Functional Needs

People with disabilities require additional planning and support to ensure they receive equal access and services as required under the Stafford Act as well as other state and federal legislation such as the Americans with Disabilities Act (ADA). Covered disabilities are not always apparent and may include impairments of mobility, vision, and hearing as well as some cognitive disorders and mental illnesses.

The Town has a diverse population which includes a wide variety of people with disabilities. To meet the needs of these individuals, the Town is committed to supporting efforts and activities designed to improve and develop capabilities in support of people with disabilities, including but not limited to:

- Notification and warning procedures (ex. non-verbal communications for the deaf and hard of hearing community).
- Evacuation, transportation, and sheltering considerations (ex. use of appropriate vehicles and transportation for those with mobility issues or special equipment).
- Accommodations for service animals (ex. shelter or mass care settings when safety of others can be developed).
- Accessibility to information (ex. use of existing community and social networks to extend communications beyond social and traditional media systems).

The Town requires vendors and third party vendors providing services in an emergency to comply with Title II of the ADA. In addition, the Town looks to integrate people with disabilities and their advocates directly into preparedness activities.

In addition to people with disabilities, the Town recognizes that supplementary or adjusted support may also be needed to support those persons with access and functional needs.

Access and functional needs are not necessarily related to a specific condition, diagnosis, or impairment and are based upon functional areas such as:

- Maintaining independence
- Effective communication
- Transportation
- Supervision
- Medical care

Individuals with access and functional needs may not have access to support networks outside of their immediate communities or be able to self-evacuate. As a result, they may have additional needs before, during, and after an incident. Those with functional needs often include children, the elderly, tourists, and other segments of the population, including:

- People with disabilities
- People living in institutionalized settings
- People from diverse cultures
- People with limited English proficiency
- People without transportation
- People who are economically disadvantaged

The PIO, care providers, and other community representatives work together to convey information in multiple formats through multiple avenues, identify impacts and needs, and identify specific courses of action to care for these vulnerable communities.

The Town has identified and continues to identify individuals in the community who have special needs and those that are more vulnerable to incidents with specific impacts, such as incidents that cause extended power outages or require evacuation.

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4. CONCEPT OF OPERATIONS

The Concept of Operations describes how the Town's emergency response organization accomplishes its mission. It includes roles and responsibilities, the organizational element of the overall emergency management program, a brief discussion of the EOC activation levels, and a description of control, direction, and intra- and interagency coordination.

4.1 Emergency Management Organization

The Town's emergency management organization consists of representatives from each department, executing their functional roles in response to an emergency incident. However, upon the activation of the Town's EOC, these departments send representatives to fill coordination and support roles that may or may not fall outside the representative's typical day-to-day functional roles. Departmental emergency management responsibilities are provided in [Section 4.2](#) and the Town's EOC Organizational Structure is described in [Section 4.1.2](#).

4.1.1 Emergency Operations Center

The Nags Head EOC is a location from which centralized emergency management can be performed. The use of an EOC to manage and coordinate is a standard practice in emergency management. However, while it is preferred that key EOC positions operate from within the EOC, this might not be feasible, due to staff availability, EOC accessibility, or when remote work is ordered or encouraged.

The primary Nags Head EOC is at Town Hall, located **5401 S. Croatan Hwy. Nags Head, NC 27959**. The alternate Nags Head EOC is located at the Public Services Administration building on Lark Avenue.

If the primary EOC is unsafe or inaccessible, activities typically coordinated and managed from the primary EOC will be moved to the alternate EOC or another location. In addition to the Public Services Administration building, other locations have been identified capable of hosting an alternate EOC. Selecting the location of the alternate EOC will be determined based on the geographical scope of the existing threat/hazard and the current conditions and capabilities of those locations. Mobile radios, phones, and lap-top computers will permit re-location of the EOC to any appropriate location as circumstances dictate. Additionally, greater reliance on Town departments to coordinate activities from their locations or virtually may be required.

The Town has an activate Memorandum of Understanding with the Town of Cary to support relocation of Town administration, including its EOC. However, variables of the

incident may require the co-location of Town EOC staff with Dare County EOC staff at another location.

4.1.2 EOC Organizational Structure

The Town of Nags Head's EOC organizational structure reflects the application of ICS to the coordination and support role of the EOC. The structure is designed to provide flexibility based on the nature of incident impacts and community needs and staffing capabilities. The organizational structure adheres to ICS principles of:

- Modular organization, adapting in size and scope based on the complexity of the incident.
- Span of control (ensuring that the number of individuals or resources that one supervisor can effectively manage).
- Unity of command (reporting to and receiving assignments from only one supervisor).
- Integrates management functions (Management, Operations, Planning, Logistics, and Finance and Administration) into a NIMS-compliant departmental structure.
- A supervisory position assumes the responsibilities of a subordinate position when that subordinate position is vacant.

While similar, the field-level ICS structure and the EOC structure differ slightly based on their different roles in managing the response. The EOC serves in a support role while the field-level incident command structure provides direction and manages execution. The Town of Nags Head's EOC departmental organization structure is hybrid in design, providing management and direction in addition to coordination and support. **Figure 4-1** shows the organizational structure for the Nags Head EOC when fully activated.

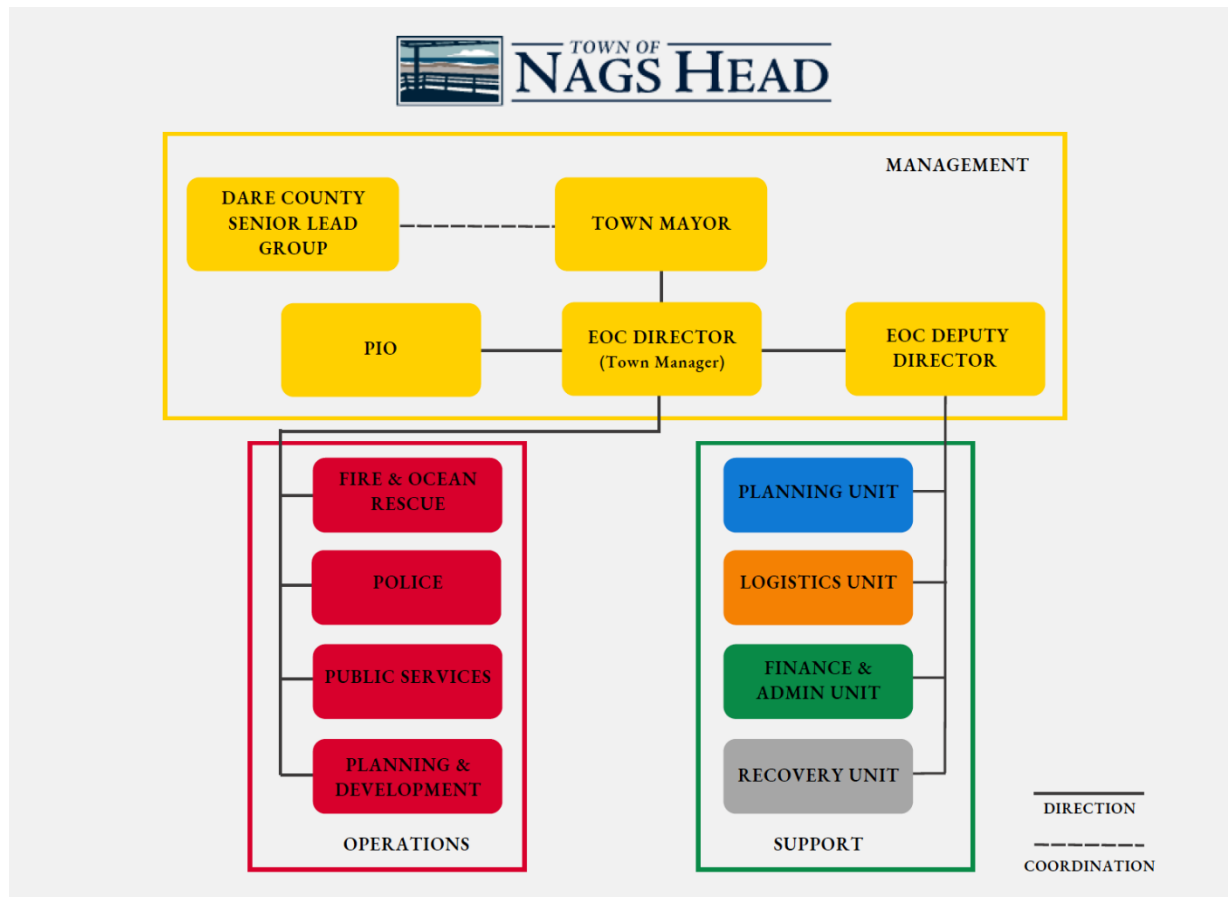


Figure 4-1. Emergency Operations Center Organization Chart

4.1.3 Activation

The activation level of the EOC and associated staffing needs vary with the specific emergency situation. The Town EOC is activated when an incident response requires additional coordination to support for field-level operations. Circumstances that might trigger EOC activation include:

- More than one jurisdiction becomes involved in an incident and/or the incident involves multiple agencies.
- The Incident Commander or Unified Command indicates an incident could expand rapidly, involve cascading effects, or require additional resources.
- A similar incident in the past led to EOC activation.
- The Town Manager directs that the EOC be activated.

- An incident is imminent (e.g., hurricane warning, existing or expected flooding, predictions of hazardous weather, active wildfire, elevated threat levels).
- Significant impacts to the Town's population are anticipated.

When activating the EOC, the Town Manager should consider the following as part of the process of activation:

- Determine the scope of the incident.
- Determine the appropriate level of activation.
- Notify and recall necessary EOC staff for activation.
- Open the EOC and prepare the facility to host operations.

4.1.4 Activation Levels

The level of activity within an EOC often grows as the size, scope, and complexity of the incident grows. If the field-level, incident management efforts require additional support and coordination, the EOC Director may activate additional staff to involve more disciplines, mobilize additional resources, inform the public, address media inquiries, involve elected officials, and request outside assistance. **An activated EOC does not require all assigned EOC personnel to work from within the EOC.**

Table 4-1 lists the Town's EOC activation levels, along with potential triggers for determining the appropriate activation level. Any of these levels can involve both in-person and off-site personnel coordinating virtually. The activation level numbers are consistent with activation levels provided by state and federal guidance.

Table 4-1. EOC Activation Levels

Level	EOC Status	Situation	Activity Description	EOC Staffing
3	Monitoring/ No Activation	- No active threats or hazards - Monitoring potential threats or hazards - Severe weather warning - Incident(s) impacting neighboring jurisdictions with potential to impact the Town or require the Town's assistance. - PSPS planned with anticipated impacts to the Town (short-term duration)	Specific EOC positions may be notified to monitor a credible threat, risk, or hazard, or to support the response to an evolving incident (ramping up or winding down) that doesn't require a large organization to coordinate operations. All departments are preparing for escalation in complexity of the incident, and the EOC is readied for potential activation.	None EOC staff notified and remain working from normal duty stations
2	Partial Activation	- Hurricane with moderate damage reported/expected. - High winds, significant rain, or localized flooding - Ice storm and/or snow accumulation above 3 inches - Wildfire outside the Town with the potential to spread to the Town. - Major planned/scheduled event - Public health emergency (pandemic) - PSPS planned with anticipated impacts to the Town (long-term duration)	Specific EOC positions are activated to coordinate assessment of impacts from an incident, or coordinate response operations of moderate complexity. Deputy EOC Director performs planning, logistics, and finance/admin functions.	- EOC Director - PIO - Deputy EOC Director - Department Directors (managing incident-related operations) Department Directors work from normal duty stations. EOC Director, PIO, and Deputy EOC Director work in the EOC.

Table 4-1. EOC Activation Levels

Level	EOC Status	Situation	Activity Description	EOC Staffing
		- Significant incident impacting neighboring jurisdictions requiring support from the Town. - An incident requiring the evacuation of a small portion of the Town		
1	Full Activation	- Any incident with severe to catastrophic impacts reported/ expected in the Town. - Hurricane with severe to catastrophic damage reported/expected. - Severe flooding - Wildfire in the Town and/or surrounding response area threatening structures - Any incident requiring significant resource coordination - Any incident requiring a large portion of the Town to evacuate	Full EOC team is activated, including personnel from all assisting organizations, to support the response to a major incident or credible threat with the potential for severe to catastrophic impacts. All functions of EOC are performed and all formal processes are followed.	- All EOC positions are staffed. - Additional positions staffed as necessary - including liaisons, technical specialists, and the integration of external supporting organization representatives. - May include integration of staff to augment EOC positions. Some EOC staff with field-level responsibilities may not work within EOC but will provide situation reports or attend briefings according to defined schedules.

4.1.5 Deactivation

At a point in time when response activities transition to recovery activities, the EOC Director we begin to demobilize the EOC and activity will transition to the Town's Recovery Organization (**Section 11**). Recovery activities will continue long after deactivation of the EOC. The decision to deactivate the EOC is determined by situational analysis of field-level response activity and resource needs. The Planning Unit and Finance and Administrative Services Unit is responsible for planning for the transition from response to recovery operations.

Prior to deactivating the EOC, all internal and external partners will be notified of the decision to deactivate and the date/time of deactivation, while providing instructions for continued coordination outside the EOC. After deactivation, all documentation should be gathered and maintained to support recovery efforts and the After-Action Review. Additionally, the EOC should be resupplied and prepared for future activations.

4.2 Roles and Responsibilities

Emergency management roles and responsibilities for Town and County departments with jurisdictional authority in the Town are described in **Table 4-2**. EOC primary and supporting functional roles and responsibilities for each Town department are presented in **Table 4-3**.

Position-specific roles and responsibilities in the EOC, including position-specific checklists that identify tasks associated with each position can be found in **Annex A, EOC Operation Guide**.

Table 4-2. Emergency Management Responsibilities

Position/ Department	Responsibilities
Finance/ Administrative Services	• Provide emergency procurement support (facility space, office equipment/supplies, contracting services, etc.). • Develop financial mechanisms, procurement vehicles, and contracts to support procurement. • Provide fiscal oversight and track expenses. • Manage disaster recovery assistance programs.

Table 4-2. Emergency Management Responsibilities

Position/ Department	Responsibilities
Fire & Ocean Rescue	• Conduct firefighting operations. • Conduct rescue operations and coordinate with Dare County Emergency Medical Services (EMS) regarding medical transport. • Coordinate mass casualty/fatality management operations. • Conduct search and rescue operations. • Coordinate hazardous materials response operations – requesting Regional Response Team assistance (when necessary) • Support emergency public warning as needed. • Support preparation of the EOC for activation and operation. • Lead fire and rescue Mutual Aid coordination. • Support damage assessment efforts • Provide incident planning and management support as needed.
Human Resources	• Oversee personnel time-keeping. • Oversee compensation and claims. • Provide guidance on human resources policies. • Support re-assignment (when necessary) of personnel during an incident that disrupts Town essential functions. • Support recruitment and onboarding or emergency hires (when necessary).
Information Technology	• Protect, restore, and sustain Town information technology resources. • Maintain communications systems in support of field and EOC incident management operations. • Coordinate with telecommunications service providers. • Restore and repair telecommunications infrastructure. • Provide GIS mapping support as needed.
Planning and Development	• Manage and conduct safety and damage assessments. • Support structural safety assessment operations and advise on structure re-entry standards. • Provide damage assessment documentation (i.e., Crisis Track) to support emergency declarations and state and federal recovery assistance.

Table 4-2. Emergency Management Responsibilities

Position/ Department	Responsibilities
Police	• Conduct law enforcement operations. • Support evacuation operations. • Conduct and coordinate emergency public warnings as needed. • Provide facility, site, and resource security. • Coordinate with NC Office of the Chief Medical Examiner (OCME) for fatality management operations. • Lead law enforcement Mutual Aid coordination. • Conduct security planning and provide technical resource assistance. • Impose and enforce curfew as directed. • Provide public safety and security support. • Provide traffic control. • Provide access control, traffic management, and crowd control at commodity distribution sites. • Coordinate the maintenance and operation of all Town traffic signals.
Public Information	• Serve as the central coordination point for the Town for all media inquiries and information releases. • Coordinate with the Planning Unit as necessary to ensure that the public within the affected area receives complete, accurate, timely, and consistent information about threats and hazards, response activities, services offered, and other vital situational information. • Monitor social media to identify questions, concerns, and/or needs in the community. • Develop public messages and coordinate with the EOC Director for approval. • Prepare for and hold press conferences as required. • Prepare Town representatives for press conferences and interviews. • Maintain a relationship with media representatives. • Participate in (if lead by another jurisdiction) or lead a Joint Information Center if necessary.

Table 4-2. Emergency Management Responsibilities

Position/ Department	Responsibilities
Public Services	• Provide logistical support for emergency operations. • Conduct initial, emergency debris clearance for critical facilities. • Consult with debris removal and debris monitoring vendors for debris clearance and removal operations. • Conduct flood fight operations (when appropriate). • Lead public services Mutual Aid coordination. • Provide engineering and construction management services (Town Engineer). • Maintain all Town drainage structures. • Support damage assessment efforts for roads and water transportation infrastructure. • Coordinate potable water system resources for prioritized public safety operations. • Monitor potable water quality and perform sampling/testing as needed. • Conduct fleet, fuel, and generator management. • Provide facility repairs and maintenance of all Town-owned facilities. • Manage Town facilities and coordinate use of non-Town facilities. • Coordinate the provision of alternate water supply (when necessary). • Prepare beach, Town facilities, and waste customers for storm impacts. • Conduct preliminary beach erosion assessments, coordinate with state and federal agencies. • Coordinate with Carolina Water Services when necessary. • Coordinate with Dominion Energy on PSPS activities and electrical power restoration.
Town Attorney	• Review formal proclamations related to Local Emergency declarations. • Assess Town operations and provide legal counsel as needed. • Review potential or threatened litigation as needed.
Town Clerk	• Coordinate with Town Mayor on the development and issuance of all proclamations related to a Local Emergency declaration. • Oversee preservation of vital records. • Monitor impacts to continuity of government.

Table 4-2. Emergency Management Responsibilities

Position/ Department	Responsibilities
Town Manager	• Direct the emergency management organization – Department Directors. • Establish response priorities and objectives. • Issue mission assignments. • Issue or request declaration of a Local Emergency. • Lead action planning. • Direct resources and personnel. • Develop and maintain communication with Mayor and Town Commissioners. • Approve emergency public information. • Engage media and foster community relations.
Town Mayor	• Support public information efforts as needed. • Support community engagement. • Attend public meetings as needed. • Review potential or threatened litigation as needed. • Serve as a liaison with other town, county, state and/or federal representatives as needed. • Review, approve, and execute the declaration of Local Emergency. • Visit impacted areas, shelters, and other temporary facilities. • Review requirements for special legislation and development of policy. • Consider short- and long-term recovery staff recommendations. • Communicate / consult with other members of the Board of Commissioners.
Dare County – (only departments with jurisdictional authority in the Town of Nags Head are listed)	

Table 4-2. Emergency Management Responsibilities

Position/ Department	Responsibilities
Health and Human Services	• Provides technical guidance and issues orders through the authority of the Health Officer to protect and preserve the public's health (e.g., to prevent the spread of disease). • Provides information on health surveillance, disease control measures, and risk avoidance. • Coordinates the mass distribution of pharmaceuticals to prevent or treat disease in response to communicable disease outbreaks or acts of bioterrorism. • Manages the Medical Countermeasures Program for Dare County. • Coordinates the activation of shelters for the County. • Provides support services at the Family Assistance Center when activated. • May support municipalities by providing staff to operate disaster shelters. • Provides programs for childcare, general assistance, housing assistance, food stamps, and Supplemental Security Income for disaster victims in need.
Emergency Medical Services	• Provides emergency medical care and transportation services within the County. • Provides triage, medical care, and transportation support during mass casualty incidents. • Coordinates with health care facilities and emergency medical response providers • Coordinates requests for medical/health Mutual Aid.

4.3 Response Phases

Preparation and operational activities during an incident response evolve in phases. For incidents where there is prior warning, response activities may begin prior to experiencing the incident's impact. For incidents that occur without warning response activities are more reactionary.

4.3.1 Pre-incident (Increased Readiness)

Increased readiness is required upon receipt of a warning or in anticipation that an emergency situation is imminent or likely to occur. The Town initiates actions to increase its readiness. Increased readiness activities may include, but are not limited to:

- Briefing the Town Mayor, Town Board of Commissioners, applicable department representatives, and all Town employees.
- Reviewing the EOP and all relevant annexes, policies, and procedures.
- Increasing public information capabilities.
- Providing just-in-time training.
- Inspecting critical facilities and equipment, including the testing of warning and communications systems.
- Recruiting additional staff and registering volunteers.
- Warning at-risk elements of the population.
- Conducting precautionary evacuations in the potentially impacted area(s).
- Mobilizing personnel and pre-positioning resources and equipment.
- Contacting local, State, and Federal agencies that may provide support.

4.3.2 Initial Response

The Town's initial response activities are primarily performed at the field level. Emphasis is placed on saving lives and minimizing the effects of the emergency or disaster. Examples of initial response activities include, but are not limited to:

- Activating the EOC and establishing incident command.
- Making all necessary notifications, including those to the Town's Emergency Management Organization, Town departments, Dare County, and other external partners.
- Disseminating warnings, emergency public information, and instructions to the community members of the Town.
- Conducting evacuations and/or rescue operations.
- Caring for displaced persons and treating the injured.
- Conducting initial safety and damage assessments and surveys.
- Assessing the need for mutual aid assistance.
- Restricting movement of traffic/people and unnecessary access to affected areas.
- Developing and implementing Action Plans (e.g., field, EOC, etc.).
- Coordinating with local, state, and federal agencies.
- Declaring a Local Emergency.

4.3.3 Extended Response

The Town's extended response activities are conducted in the field and in the EOC. Extended emergency response activities involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations. Examples of extended response activities include, but are not limited to:

- Disseminating emergency public information.
- Preparing detailed damage assessments.
- Declaring a State of Emergency (if not already declared).
- Coordinating with Dare County EM to support the issuance of a Gubernatorial Declaration and/or Federal Declaration that protects, controls, and allocates vital resources.
- Documenting situation status.
- Documenting expenditures.
- Restoring vital utility services.
- Coordinating care and sheltering operations.
- Developing and implementing Action Plans (e.g., field, EOC, etc.) for extended operations.
- Conducting advance planning activities.
- Procuring required resources to sustain operations.
- Tracking resource allocation and status.
- Coordinating with local, state, and federal agencies.

4.3.4 Transition to Recovery

The Town will transition to recovery operations as response activities subside. The transition will focus on demobilizing personnel and deactivating the EOC. Examples of activities during the transition from response to recovery include, but are not limited to:

- Notifying all internal and external organizations active in the response of the intent to deactivate the EOC.
- Demobilizing personnel and reassigning them back to their pre-disaster roles.
- Collecting and compiling all documentation.
- Conducting a post-response after-action review.
- Establishing the formal recovery organization and assigning recovery roles and responsibilities.

4.4 Direction, Control, and Coordination

Direction, control, and coordination will be managed according to ICS and NIMS. The subsequent subsections describe the framework for all direction, control, and coordination activities. The position who has tactical and operational control of response assets is also described. In addition, how multi-jurisdictional and multi-agency coordination systems support the efforts of the Town to coordinate efforts across jurisdictions while retaining its own authorities is explained.

4.4.1 Direction and Control

The Emergency Management Director (Town Manager) has the authority to direct staff and civilian responses in the Town and to settle questions of authority and responsibility. If necessary to protect life and property or to preserve public order and safety, the Town Mayor may promulgate orders and regulations. These must be in writing and must be given widespread publicity.

As Emergency Management Director and EOC Director (when activated), the Town Manager will oversee all response and recovery activity conducted by Town departments/agencies. However, town departments/agencies are encouraged to establish, in addition to their EOC participation, decentralized command and control structures to execute their functional responsibilities. Consistent with NIMS, department/agency heads will lead their teams in the execution of their functional roles to achieve incident response objectives.

4.4.2 Coordinating with Field-Level Incident Command Posts

The EOC is activated to support field-level operations when an emergency requires additional resources, or when requested resources exceed what is available within the Town. Field supervisors through their department/agency heads will establish communications with the EOC when activated. Situational status information and requests for assistance will be submitted by department/agency heads through the EOC. Situational status information, status of resource requests, Town-wide response priorities and objectives, and other critical information updates will be conveyed by the EOC to department/agency heads and field supervisors.

4.4.3 Coordinating with Dare County

The Town EOC coordinates with the Dare County EOC when activated. Coordination occurs to coordinate activities and messaging, request resources, and share information. Communication between the Town EOC and County EOC occurs between position/functional counterparts. For example, the Town EOC Planning Unit Leader

communicates with the County EOC Planning Section Chief. Additionally, during complex or large-scale incidents, the Town may send a liaison to the County EOC to facilitate communication and coordination, especially in support of resource management. The Mayor may attend collaboration meetings at the Dare County EOC with other elected officials, and the Town's PIO may serve as part of a Joint Information Center (JIC).

4.4.4 Coordinating with NGOs/Private-Sector Organizations

During emergencies, the Town's EOC is generally a focal point for coordination of response activities with many nongovernmental organizations and private businesses. When possible, relationships with these organizations should be established and maintained prior to an incident to clarify the roles and/or services they might provide to the Town during disasters.

Organizations that play key roles in the response may have representatives attend EOC briefings or station representatives at the EOC. If representation in the EOC is not practical, the Town will establish the process for communicating and sharing information.

4.4.5 Coordinating with Town Elected Officials

During an incident response and subsequent EOC activation, it is necessary to periodically update the Town Mayor and other elected officials on specific aspects of response operations and progress towards the achievement of objectives. The Town Manager with support from the PIO will schedule and conduct briefings with the Town Mayor, when necessary or requested. The Town Mayor will update the Town Board of Commissioners, as necessary. The Town Clerk will coordinate with the Town Mayor on the development and issuance of all proclamations related to a Local Emergency declaration. Additionally, as key developments occur, the Town Manager or PIO will communicate new information to the Town Mayor between briefings so that they have the most current information.

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5. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

Obtaining situational awareness is one of the most critical tasks following an incident or catastrophic disaster. Information collection consists of the processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and additional stakeholders (both directly affected and indirectly affected). Information must be coordinated and integrated across jurisdictions and across organizations; among Federal, State, and municipal governments; and with the private sector and NGOs.

The EOC serves as a hub for collecting, analyzing, and disseminating timely, accurate, consistent, and accessible information relating to the incident or event. Establishing a common operating picture and maintaining situational awareness are essential to incident management and are a major role of the EOC.

5.1 Information Collection

Information relating to the incident or event is often collected before an incident through routine monitoring of warning sources and credible threats. This information is used for advance preparedness and planning and to devise incident management strategies and action plans and to make decisions about notifying the public. The Town will use this information to determine what steps should be taken, such as recommending activation of the EOC and the emergency organization.

During an incident Information may be collected from a variety of sources, such as:

- Windshield surveys and on-scene observation.
- Field-level personnel/Incident Command Posts (when activated).
- Emergency Dispatch.
- Law enforcement monitoring networks (such as the North Carolina Information Sharing and Analysis Center).
- Media reports.
- Social media.
- Email.
- Conference calls or in person briefings with Dare County Emergency Management and NCDDEM.

The Planning Unit with support from the PIO is responsible for gathering information to support decision-making in accordance with established operational priorities. The EOC Director will establish information collection priorities. Critical items of information required by decision-makers to make timely decisions and prioritize key tasks and information requests vary by incident. Examples of critical information, including the types and sources of information are provided in **Annex A, EOC Operations Guide**.

5.2 Analyzing Information

All information acquired by the Town of Nags Head should be analyzed and confirmed prior to disseminating it further and prior to providing direction to staff or making other decisions based on the acquired information.

Analysis of information may occur before or during an incident. Information that is made available through monitoring and warnings must be analyzed in the context of risk assessment, infrastructure/ structural vulnerability, forecasts, social vulnerabilities, current events, and other factors.

When the EOC is activated, a critical task of the Planning Unit is turning the collected information into actionable intelligence. Raw information and data require evaluation, verification, and assessment for relevance. The Planning Unit will process information made available, validate and organize relevant components, and ensure that the resulting intelligence is evaluated by qualified personnel.

5.3 Sharing Information

Sharing accurate and timely information is a critical function of emergency management. The Town will share validated information internally and externally in different formats using difference avenues of sharing and dissemination.

5.3.1 Situation Status Reports

Intelligence collected throughout the incident will be documented in a Situation Status Report. The Planning Unit of the EOC develops the report. Situation Status Reports create a common operating picture and will be used to adjust the operational goals, priorities, and strategies. The flow of situation reports among the levels of government should occur consistently with NIMS, as shown below:

1. **Incident Command Post(s):** Situational status and other relevant information from the field should be compiled and documented in situation status reports by Incident Commanders or department representatives. These reports may be conveyed verbally but should be provided in writing to the EOC Planning Unit within the established operational period.

2. **Town of Nags Head EOC:** The EOC Planning Unit will summarize and verify reports received from the field and provide a consolidated Town of Nags Head Situation Status Report to the Dare County EOC, if necessary, once each operational period. The Situation Status Report will also be made available to all participants in the Town's emergency management organization to provide situational awareness.
3. **Dare County EOC:** The Dare County EOC will summarize situation status reports received from activated local municipality EOCs within Dare County, Dare County field-level units, Dare County Department Operations Centers (if activated), and other reporting disciplines and forward a consolidated Dare County Situation Report to NCDDEM.
4. **NC EOC:** If activated, the NC EOC will summarize situation status reports received from the County EOCs, state DOCs, state agencies, and other reporting disciplines and distribute to state officials and others on the distribution list.
5. **Joint Field Office (JFO):** When a JFO is activated to support local, state, and federal coordination, including FEMA, the County EOC and NC EOC situation status reports will be assimilated into the JFO situation report. The NC EOC may be co-located with the federal organization at the JFO.

5.3.2 Displaying Information

Critical information may be displayed in the EOC for all personnel to reference. Whiteboards, flip charts, and/or wall monitors may be used. Additionally, all critical information will be entered into WebEOC to ensure situational awareness and a common operating picture. The Planning Unit will be responsible for updating and maintaining all displays and entering information into WebEOC.

5.3.3 EOC Incident Action Plans

The EOC Director will convey operational response information to department heads through the use of EOC IAPs in conjunction with regularly scheduled EOC briefings (usually one briefing conducted early in each operational period or as needed).

The primary focus of the EOC IAP should be on planning for the achievement of Town objectives. The EOC IAP sets overall objectives for the Town. It can also include assignments to specific departments, provide policy and cost constraints, and incorporate interagency considerations. Properly prepared, the EOC IAP becomes an essential input to developing field-level/departmental IAPs.

Incident action planning is based around the use of an operational period. The length of the operational period for the EOC is determined by first establishing a set of objectives

and priority actions that need to be performed and then establishing a reasonable time frame for accomplishing those actions. Generally, the actions requiring the longest time period will define the length of the operational period.

Typically, operational periods at the beginning of an emergency are short, sometimes only a few hours. As the emergency progresses, operational periods may be longer, but should not exceed 24 hours.

The initial EOC IAP may be a verbal plan put together in the first hour after EOC activation. The verbal plan is usually put together by the EOC Director in concert with department heads. There must be adequate representation of key organizational components, organizations, and agencies with representatives participating in the planning process having technical expertise and authority to commit to accomplishing these tasks. Once the EOC is fully activated, EOC IAPs should be written and produced by the Planning Unit. EOC IAPs should be documented in WebEOC. Details regarding the incident action planning process and IAP content are found in **Annex A, EOC Operations Guide**.

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6. PUBLIC INFORMATION

Public education and communications strategies help to ensure that lifesaving measures, evacuation routes, threat and alert systems, and other public safety information are coordinated and communicated to numerous audiences in a timely, consistent manner. The purpose of public information is to provide factually and current information to the public to encourage individuals to take appropriate actions to avoid hazards and receive assistance. Similar to obtaining situational awareness, public information includes processes, procedures, and organizational structures required to gather, verify, coordinate, and disseminate information.

6.1 Public Information Officer

The Town's PIO supports the Town Manager and the entire emergency management organization prior to, during, and following an emergency incident or disaster. The PIO supports the EOC Director and/or the Incident Commander in the field as a member of their command staff. The PIO advises leadership on all public information matters relating to the management of the incident. The PIO handles inquiries from the media, the public, and elected officials; emergency public information and warnings; rumor monitoring and response; media monitoring; and other functions required to gather, verify, coordinate, and disseminate accurate, accessible, and timely information related to the incident, particularly regarding information on public health, safety, and protection.

Due to the critical need for accurate and timely information, the PIO works closely with the EOC Planning Unit to obtain and share information. Additionally, when a Joint Information Center (JIC) is activated, the Town's PIO will participate to the extent possible at the discretion of the EOC Director.

6.2 Joint Information System

The Joint Information System (JIS) is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple jurisdictions and/or disciplines with the private sector and NGOs. It includes the plans, protocols, procedures, and structures used to provide public information. Federal, State, local, and private sector PIOs and established JICs at each level of NIMS are critical elements of the JIS.

6.3 Joint Information Center

The JIC is a central location that facilitates operation of the JIS. It is a location where personnel with public information responsibilities from multijurisdictional agencies and departments, perform critical emergency information functions, crisis communications,

and public affairs functions. JICs may be established at various levels of NIMS, at incident sites, or can be components of Federal, State, or local multi-agency coordination (MAC) groups (e.g., MAC Groups or EOCs). Depending on the requirements of the incident, JICs can be established in the field to support the incident commander.

6.4 Message Development and Approval

Messages intended to be disseminated to the public or to other agencies or organizations may be developed by department representatives and subject matter experts working in support of the Town's response efforts. These messages are reviewed by the PIO to correct inaccuracies and to maintain consistency in messaging. Prior to disseminating any public messages, the PIO will coordinate with the EOC Director to obtain approval.

6.5 Methods of Dissemination

The Town uses various technologies and methods to disseminate public information, according to the urgency of the message and its intended audience. Among them are: social media (i.e., Facebook, Twitter, Instagram), standard media, radio, OBX Alerts, print, electronic signs, Wireless Emergency Alerts, and through door-to-door notifications when necessary.

Additionally, the Town will partner with community organizations and leaders to convey information through them to the communities they support. This approach may consist of sending informational releases to forward, and/or setting up briefings or meetings with specific community groups.

7. COMMUNICATIONS

Establishing and maintaining the capability to communicate internally and externally is fundamental to incident management. When communication connections are successful, information can be shared protecting lives, maintaining situational awareness, and providing direction. The sections below provide an overview of the systems and methods the Town uses to communication with internal and external organizations and the community.

7.1 Alert, Warning, and Notifications

The Town will use **OBX Alerts** as its main emergency-alert system to notify the community of information such as evacuation advisories, shelter-in-place, and boil-water notices.

The timing of dissemination and content of alert/warning messages will be coordinated with the Town Mayor, Town Manager, Emergency Management Coordinator, and PIO. Additionally, these messages will be coordinated with Dare County Emergency Management, neighboring municipalities, and other organizations who may need prior notice of the messages prior to their dissemination.

The Town's notification mechanisms include:

- **OBX Alerts:** Managed and maintained by Dare County Emergency Management
- **Notify Me®:** Nags Head news flash information (i.e., weekly email broadcasts, bid notices, street closures, weather alerts, water system information, trash schedule changes, red "no swimming" flag notices, etc.)
- **Website:** www.nagsheadnc.gov
- **Social Media:**
 - **Facebook** - <https://www.facebook.com/Townofnagshead>
 - **Twitter** - <https://twitter.com/Townofnagshead>
 - **Instagram** - <https://www.instagram.com/townofnagshead/>
- **News Media:** Local TV and newspapers.
- Door-to-door notifications (dependent on situation).

Additional systems that Federal agencies and other public-safety agencies may use include:

- The **Emergency Alert System (EAS)** addresses the American public via TV, radio and National Oceanic and Atmospheric Administration (NOAA) weather radios. In addition to federal agencies, state and local authorities may use the EAS to send

emergency information and AMBER (missing children) alerts. An EAS alert can be requested through NC DEM or local National Weather Service office.

- The **Wireless Emergency Alerts (WEA)** system alerts people about public-safety emergencies via text message on smartphones and other compatible devices. WEA is a public safety system that allows customers who own certain wireless phones and other enabled mobile devices to receive geographically-targeted, text-like messages alerting them of imminent threats to safety in their area.

7.2 Methods of Communication

EOC communications will be maintained and supported by the Information Technology Department. Primary communications during a disaster will occur through the use of Town-provided or personal cellular telephones. The Town EOC is equipped with multipurpose and redundant communication technologies allowing the sharing of information across multiple platforms through different modalities. The communication capabilities are routinely exercised and updated as technology advances. Current communication resources in the Town EOC include:

- Land-line based phones.
- Voice Over Internet Protocol (VoIP) phones.
- Cellular telephones.
- Satellite phones (if available).
- Internet enabled computers.
- Government Emergency Telecommunications Services (GETS).
- Land mobile radios.
- WebEOC.

If additional communications capabilities are needed outside of what can be provided by the Town, the following systems and/or teams are available for request:

- **Town of Nags Head Command Post Trailer.**
- **NC EM Communications Trailer.**
- **American Red Cross Communications Trailer.**
- **Dare County Sheriff's Office 911 Communications Center** - Computer Aided Dispatch (CAD) responsible for communicating with law, fire, EMS, public services, utilities, animal control, and Dare County Health and Human Services.
- **RACES** – Radio Amateur Civil Emergency Service.
- **ARES** – Amateur Radio Emergency Service.

- **Private telecommunications providers** – several telecommunications companies that provide services in North Carolina have emergency response teams that can provide municipal governments and first responders with communication capability.

8. LOGISTICS

Logistics management is a critical component in support an effective response to a disaster. Managing the numerous resources necessary to support operations requires a standardized system of coordination and detailed processes.

8.1 Resource Management

Resource management involves: identifying and typing resources; qualifying, certifying, and credentialing personnel; planning for resources; and acquiring, staging, and inventorying resources.

8.1.1 Identifying and Typing Resources

In accordance with NIMS, resources are identified by the following characteristics:

- **Capability:** The core capability for which the resource is most useful (e.g., fire management and suppression; on-scene security, protection and law enforcement; public health, healthcare, and emergency medical services).
- **Category:** The function for which a resource would be most useful (e.g., fire/hazardous materials, law enforcement operations, medical and public health).
- **Kind:** A broad characterization, such as personnel, teams, facilities, equipment and supplies.
- **Type:** Provides further details regarding the capability of a specific *kind* of resource that applies a metric to designate it as a specific numbered class (e.g., Type 1 Incident Management Team [IMT], Type 2 IMT, and Type 3 IMT).

8.2 Resource Requests

During the response phase, the real-time tracking of incidents and response resources is critical. Resources may be in short supply, and multiple requests for services can occur. Resource requirements for supplies, equipment, vehicles, facilities, or personnel are initially filled from within Town departments. Once internal resources have been exhausted (to include inventories on hand and procurement from vendors), or when a shortfall is projected, a resource request based on a needed outcome is made from the field (departments) to the Town EOC.

The request is then filled, if possible, by other Town departments. When no internal source exists to fulfill the resource request, or a shortage is anticipated, the request is forwarded to the Finance and Administration representative. The Finance and Administrative Services

representative attempts to fulfill the request by procuring the necessary services or supplies from the private sector or other nongovernmental sources.

When Town of Nags Head resources have been exhausted, resource requests are then routed to the Dare County EOC using WebEOC. If resources are exhausted in the County, requests are routed by the County EOC to NC EOC for assignment by the State's Mission Assignment Coordinator (MAC).

All resource requests made to Dare County should include the following:

- Clearly describe the current situation.
- Describe the requested resources.
- Specify the type or nature of the service the resource(s) is providing.
- Provide delivery location with a common map reference.
- Provide local contact at delivery location with primary and secondary means of contact.
- Provide the name and contact information for the requesting agency.
- Indicate the time the resource is needed and include an estimate of duration of use.
- For resource requests involving personnel and/or equipment with operators, indicate if logistical support is required, (i.e., food, shelter, fuel, and reasonable maintenance).

8.2.1 Requesting Mutual Aid

Local municipalities may call another municipality or county directly to request additional equipment or personnel. All coordination is done by the participating agencies and logistics and reimbursements are specified in the mutual aid agreement. If this mutual aid is utilizing the Statewide Mutual Aid Agreement the requestor must also notify the NCEM 24-hr Watch for documentation of the mutual aid response at nceoc@ncdps.gov, 919-733-3300, or through WebEOC.

When the Town submits Mutual Aid requests, the requests are coordinated through Dare County and should specify, at a minimum:

- Number and type of personnel needed.
- Type and amount of equipment needed.
- Reporting time, location, and point of contact.
- Access points/routes.
- Estimated duration of operations.

- Risks and hazards.

The Planning Unit of the Town EOC will be in charge of tracking/documenting resource status including requests for equipment, resources, and personnel under existing Mutual Aid procedures. The requester will coordinate with the Planning Unit to provide updates on requests and arrival of resources. Resource typing of equipment will be handled by individual law, fire, public services, and others under the guidance issued by NIMS implementation.

(See **Appendix C, North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement**).

8.3 Resource Tracking

Resource tracking occurs prior to, during, and after an incident. This process helps staff prepare to receive and use resources; tracks resource location; facilitates the safety and security of personnel, equipment, teams, and facilities; and enables effective resource coordination and movement. Resource status updates and associated information should flow up from the field to the Town EOC, and continue until the information is received by the resource provider. The Planning Unit will track the status of all requested resources with support from department directors. Resource status can be characterized by the following designations:

- Requested.
- In-route (with estimated time of arrival).
- Staged – awaiting assignment.
- Active (in use).
- Demobilized.

8.4 Use of Volunteers

After a disaster, an influx of spontaneous volunteers and volunteer organizations arrive in impacted communities; however, well-intentioned, uncoordinated volunteers can be ineffective, hinder response operations, and create new risks. Emergency volunteers can be extremely helpful, but must be carefully managed, a function that often falls to county and municipal government.

In the Town of Nags Head, after a disaster, emergent volunteers and volunteer organizations will be encouraged to register at an activated EOC or affiliate with an recognized Volunteer Organizations Active In Disaster (VOAD) organization or other NGO.

9. FINANCE AND ADMINISTRATION

Finance and administration during emergency incidents includes oversight and execution of processes for time tracking, cost tracking, documentation, claims processing, cost recovery, and human resource management.

9.1 Time Tracking

The Finance and Administrative Services Unit of the EOC will track all Town and volunteer time specifically related to response activities under the declaration of a Local Emergency. Time must be documented by each Town employee or volunteer worker by signing in and signing out for each shift. The Planning Unit will maintain the daily sign-in and sign-out logs for the EOC and will provide them to the Finance and Administrative Services Unit at the end of each Operational Period.

9.2 Cost Tracking

Disaster-related expenditures may be reimbursed under a number of state and federal programs. Recovering these costs can be a complex process that requires significant documentation and accurate record keeping to ensure that maximization of reimbursement for eligible activities.

The Finance and Administrative Services Department is responsible for coordinating the Town's efforts to properly apply for state or Federal reimbursement for disaster-related costs and obligations. For disasters involving significant damage to infrastructure, it can take years to obtain project approval, complete the work, and compile supporting documentation necessary for state and Federal reimbursement.

FEMA's Office of the Inspector General routinely audits state and local governments and non-profit organizations that receive FEMA disaster assistance funds. If the Inspector General determines that a grant applicant did not spend disaster assistance funds according to federal regulations and FEMA guidelines, FEMA can rescind the original award. Providing documentation in the form FEMA expects can provide a measure of protection for the Town. In addition to inadequate documentation, common disallowances include expenditures for ineligible items, improper procurement, and duplicate payments from insurance companies. It is important to maintain records and documentation in auditable form for at least three years after the receipt of a closeout letter from NCEM.

9.3 Cost Recovery

Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a declared disaster and for which the service is the responsibility of

the applicant agency (the Town). Eligible costs are generally considered to be the net costs over and above any increased revenue or subsidy for the emergency service. Eligible costs are costs that:

- Are reasonable and necessary to accomplish the eligible work.
- Comply with federal, state, and local requirements for procurement.
- Do not include (or are reduced by) insurance proceeds, salvage values, and other credits.

When determining eligible costs, the defining factor for reimbursement will be whether the documented costs can be deemed “reasonable”. The federal government often refers to 2 C.F.R. 200.404 for a definition of “reasonable” cost:

A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person under the circumstances prevailing at the time the decision was made to incur the cost. The question of reasonableness is particularly important when the non-Federal entity is predominantly federally-funded.

The eligible cost criteria applies to all direct costs, including salaries, wages, fringe benefits, materials, equipment, and contracts awarded for eligible work. Ineligible expenses include costs for standby personnel and/or equipment and lost revenue.

9.4 Documentation and Recordkeeping

NCEM and FEMA require detailed information to support claims for reimbursement. Funding will be approved or denied based upon the information supplied by applicants. Documentation supporting all costs claimed will be required and all information must relate back to individual original source records. Detailed records should be kept from the onset of an incident or event to include, but not be limited to:

- Appropriate extracts from payrolls, with any cross references needed to locate original documents. Labor costs should be compiled separately from vehicle and/or equipment expenses.
- A schedule of vehicles used for emergency operations. This documentation should include the miles and/or hours operated by location and operator. Vehicle operating expenses should include fuel, tires and maintenance.
- A schedule for heavy equipment used for emergency operations. This documentation should include exactly where the equipment was used and for what, hours and minutes used, and the name of the equipment operator if applicable.

- Invoices, warrants, and checks issued and paid for materials, supplies, and equipment expenses used for emergency operations. Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.
- Copies of requests for proposals issued for work that is contracted out to support eligible disaster-related response or recovery work.
- Justification for all non-competitive procurements.
- Final contracts.
- Invoices submitted by the contractor.
- Warrants authorizing check issuance.
- Work done under inter-community agreements and mutual aid.

Revenues and subsidies for emergency operations must be subtracted from any costs claimed. Expenditure tracking should commence upon notice or obvious occurrence of disasters that require expense of labor, equipment use, materials and other expenses.

The Town may activate a special code for emergency expenditure tracking which is used for both labor and equipment. The EOC Finance and Administrative Services Unit will compile reports, including total expenditures by category. The Finance and Administrative Services Unit Leader will submit a summary report on total costs to the EOC Director when requested. This information will be used for State and Federal disaster assistance applications. Additional details regarding record-keeping requirements can be found in the guidance provided by each grant program. The FEMA Public Assistance Program and Policy Guide provides record-keeping requirement guidance that is generally applicable to most programs.

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10. CONTINUITY OF GOVERNMENT

A major disaster could easily result in the death or injury of key Town officials, the partial or complete destruction of established seats of Town government, and the destruction of public and private records essentials to continued operations of government. The Town is responsible for providing continuity of effective leadership and authority, direction of emergency operations and management of recovery operations. To this end, it is particularly essential that the Town of Nags Head continue to function as a local government entity following a major disaster.

The North Carolina Government Code and the Constitution of North Carolina provide the authority for the Town government to reconstitute itself in the event incumbents are unable to serve. Chapter 162B of the North Carolina Government Code (Continuity of Local Government in an Emergency) permits the appointment of interim government executives for each member of the governing body (i.e., Nags Head Town Mayor and Board of Commissioners). This chapter also provides for the succession of officers who head departments responsible for maintaining law and order, or for furnishing public services related to health and safety. The interim officers shall have the same authority and powers as the regular officers or department heads.

Each Town department is encouraged to develop a COOP to ensure the continued performance of their mission essential functions. Identifying alternate work locations, succession planning, and establishing formal delegations of authority are key elements of continuity planning. Additionally, departments should identify and prioritize mission essential functions and develop alternative methods of performing those functions when they are significantly disrupted. Continuity actions will be executed in conjunction with emergency response activities defined in this EOP.

10.1 Orders of Succession

Lines of succession are maintained by all essential organizational elements within the Town to ensure continued performance of mission essential functions. Lines of succession begin when a primary person designated with an essential role is unable to fulfill their assigned duties. If a person cannot execute their responsibilities due to an inability to work, lack of communications/connectivity, geographically separation, or other constraints, succession must be communicated by a verbal hand-off conversation by the most senior manager responsible for supervision over the vacant position. Details regarding assumed authorities, responsibilities of the position, conditions, and the duration of succession should be conveyed.

Assumed authorities and responsibilities will begin upon notification of the person assuming the role and will end when the person is able to resume their duties. The succession list for the Town of Nags Head is provided in **Figure 10-1**.

Table 10-1. Orders of Succession

Function/Department	Order of Succession by Title/Position
Mayor	1. Mayor ⁸ 2. Mayor Pro Tempore 3. Board of Commissioners Designee
Town Manager	1. Town Manager 2. Deputy Town Manager
Finance and Administrative Services	1. Director 2. Deputy Finance Director
Fire	1. Fire Chief 2. Deputy Fire Chief 3. Senior Captain 4. Fire Lieutenant
Planning and Development	1. Director 2. Deputy Director 3. Chief Building Official
Police	1. Chief of Police 2. Deputy Chief of Police 3. Lieutenant Senior Sergeant
Public Services	1. Director 2. Town Engineer 3. Public Works Superintendent(s) or designee
Public Information	1. Public Information Officer 2. Information Technology Administrator

⁸ Town of Nags Head Code of Ordinances. Chapter 14, Section 12 – Absence or disability of the Mayor (Code 1990, § 7-12).

10.2 Reconstitution of Governing Body

If the Town of Nags Head is unable to govern itself due to the significant loss of Town leadership, the Town will be governed by Dare County.

The temporary, alternative seat of Town government for the Town of Nags Head is:

- Dare County

10.3 Relocation of Town of Nags Head Government

In the event of a major event in the Town of Nags Head it may become necessary to relocate the business of government to a remote location not impacted by a disaster. The Town of Nags Head and the Town of Cary have entered into an Memorandum of Agreement (see **Appendix D, Memorandum of Agreement between the Town of Nags Head and the Town of Cary**) that allows The Town of Nags Head to send staff to The Town of Cary to operate certain functions of government.

10.4 Protection of Vital Records

Vital records are defined as those records that are essential to the rights and interests of individuals, governments, corporations and other entities, including vital statistics, land and tax records, license registers, articles of incorporation, and historical and health information. The Town Clerk as the custodian for all the Town's records, shall in coordination with the Information Technology Administrator be responsible for preservation and protection of vital records. Each department within the Town shall identify, maintain, and protect its vital records. Departments and offices should take necessary steps to store copies of vital records in locations wherein survival of these records would be assured.

Vital records of the Town of Nags Head are routinely stored in the Town Clerk's Office or are stored electronically. Vital records which are stored electronically, are routinely backed up in multiple off-site locations.

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11. RECOVERY OPERATIONS

Following a coordinated response to a disaster impacting the Town of Nags Head, the Town will transition from response to recovery operations. In the aftermath of a major incident, many members of the community will have specific needs that must be met before they can return to some semblance of normality.

As part of the Town's emergency preparedness efforts, the Town focuses on ensuring that the community will be able to achieve recovery following any incident regardless of size or scale, and it considers the full spectrum of threats and hazards, including natural, technological/accidental, and adversarial/ human-caused.

The Town follows state and federal policies and guidance to help ensure that the Town can coordinate recovery efforts to address the unique needs of the community, including restoration of government services. The Town uses an inclusive recovery process, engaging traditional and nontraditional community partners, and provides a strategic approach to lead, manage, and coordinate recovery efforts while increasing the resilience of its community.

Although no single definition fits all situations, successful recoveries do share conditions in which the community:

- Demonstrates a capability to be prepared, responsive, and resilient in dealing with the consequences of disasters.
- Successfully overcomes the physical, emotional, and environmental impacts of the disaster.
- Reestablishes an economic and social base that instills confidence in the community members and businesses regarding community viability.
- Rebuilds by integrating the needs of residents with disabilities and others with access and functional needs reducing their vulnerability to all future hazards.
- Ensures that the recovery needs of the Town's vulnerable and culturally diverse populations are integrated into recovery plans to avoid disproportionate impacts to some of its most vulnerable communities.

The Town of Nags Head will manage long-term recovery activities for the Town, separate from, but in coordination with, recovery activities managed through Dare County.

11.1 Recovery Objectives

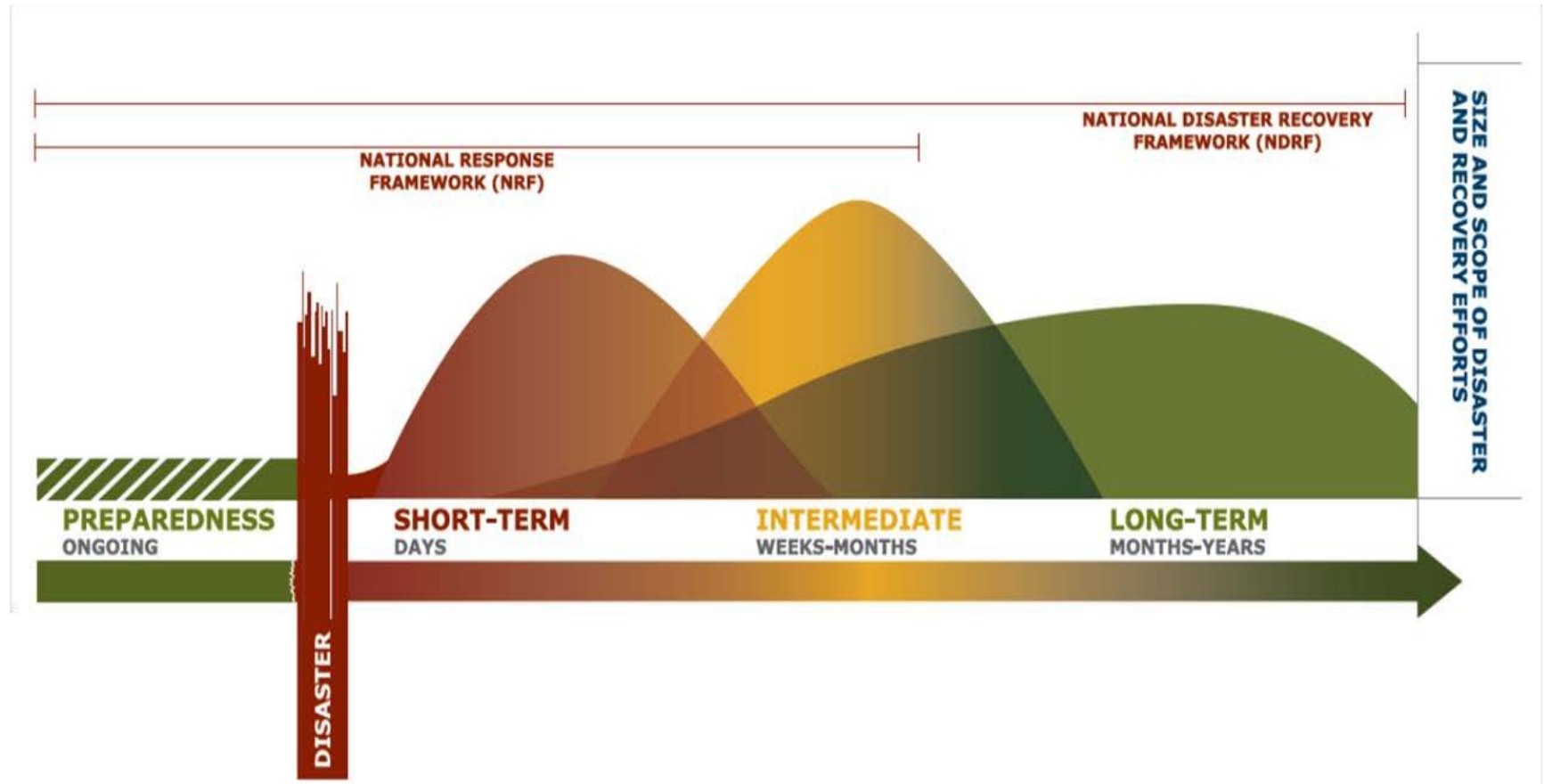
In order to achieve these conditions, the Town of Nags Head has adopted the following recovery objectives:

- Restoration of basic health and social services.
- Improvement of land use planning to build resilience and mitigate against the negative impacts of future incidents.
- Facilitation of the transition of displaced populations from shelters to interim and long-term housing arrangements.
- Facilitation of the resumption of employment and economic activity of businesses in the Town.
- Identification of repairs that can be implemented immediately as well as long-term restoration needs of critical infrastructure—such as transportation, communications, and utilities—to enable the resumption of basic services.
- Resumption of the delivery of a full range of government services.
- Resumption of educational services.
- Development of an incident-specific comprehensive recovery plan for the Town that is consistent with Town policies and priorities, including focused development, environmental sustainability, equitable use of resources, and historic preservation (when applicable).
- Maximizing the recovery of disaster response costs and funding for recovery efforts, including funding from state and federal assistance programs.

Achievement of these objectives will require the support and involvement of the entire community, as well as, support from Dare County, NCDDEM, and FEMA.

11.2 Phases of Recovery

The phases of recovery, or the “recovery continuum,” as defined in the National Disaster Recovery Framework (NDRF), offer a strategic process of interdependent and often concurrent activities that seek to progressively advance a community toward a successful recovery. However, decisions made and priorities set early in the recovery process by the Town can have a cascading effect on the nature and speed of the recovery progress. **Figure 11-1** from the NDRF, indicates the phased transition from response to long-term recovery.



Source: National Disaster Recovery Framework, June 2016

Figure 11-1. Recovery Continuum

11.2.1 Short-Term Recovery

Recovery operations begin concurrently with or shortly after the commencement of response operations. Short-term recovery activities occur within 90 days of the incident, but may continue beyond that point. Short-term recovery includes actions required to:

- Stabilize the situation
- Restore essential services
- Begin the process of restoring community and economic functions

Short-term recovery operations are initially coordinated from the EOC but will rely heavily on Town departments based on their functional responsibilities. Therefore, the EOC may only be partially activated as Town departments coordinate recovery functions as part of their daily missions or functions. Short-term recovery activities typically include:

- Expansion of social, medical, and mental health services
- Restoration of government services
- Damage assessment
- Debris removal and the abatement and demolition of hazardous structures
- Restoration of utilities such as water, wastewater, and electrical power services
- Restoration of basic transportation routes
- Provision of temporary housing

11.2.2 Intermediate-Term Recovery

Intermediate or mid-term recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures, that are typically achieved in the Long-Term recovery phase.

11.2.3 Long-Term Recovery

Long-term recovery includes those activities necessary to restore the Town community to its pre-disaster state, given the inevitable changes that result from a major disaster. Long-term recovery requires significant planning to maximize opportunities and mitigate risks after a major incident. Long-term recovery can continue for years and may include the following:

- Reconstructing public and private facilities and infrastructure
- Planning and rebuilding of housing

- Implementing waivers, zoning changes, and other land-use legislation to promote recovery, and enhance resilience
- Providing long-term assistance to displaced families, including financial support as well as social and health services
- Restoring the local economy to pre-disaster levels
- Integrating mitigation strategies into rebuilding efforts
- Recovering disaster-related costs for infrastructure restoration through state and federal grant programs

11.3 Recovery Organization

As previously described, activities shift from response to short-term recovery as the requirements to save lives, protect public health and safety, and protect property and the environment diminishes. When response activities subside, the Town of Nags Head may deactivate the EOC and transition the coordination of recovery operations to a Recovery Task Force.

11.3.1 Recovery Task Force

To manage and coordinate recovery efforts for the Town and promote and prioritize the effective use of resources, the Town may establish a Recovery Task Force. The Recovery Task Force is managed and directed by the Town Manager or designee and consists of representatives from Town departments and partner organizations with primary and supporting roles in the Town's recovery. Alternatively, the Town may serve on a Recovery Task Force established by Dare County.

11.4 Roles and Responsibilities

Responsibility for directing, coordinating, and supporting recovery efforts in the Town after a disaster is shared among several Town departments as well as external partners. The organizations below play important roles in helping the Town achieve its recovery objectives.

11.4.1 Town Manager's Office

The Town Manager's Office has the following recovery responsibilities:

- Leads the recovery organization and sets priorities for recovery.
- Manages the political process.
- Facilitates interdepartmental coordination.
- Reviews and develops policies to facilitate recovery operations.

- Coordinates with special districts in the Town.
- Develops, reviews, approves, and disseminates public information.
- Coordinates the provision of temporary housing.
- Coordinates with property managers and developers on long-term housing solutions.
- Advises Town Manager on housing policy.
- Coordinates with Administrative Services Department on housing-related public assistance.

11.4.2 Planning and Development Department

The Town Planning and Development Department has the following recovery responsibilities:

- Discusses and, when needed, implements land use, zoning, and other development regulations.
- Processes permits and controls for new development.
- Reviews, revises, and enforces building regulations and codes.
- Reviews plans.
- Compiles damage assessment information.
- Completes building safety inspections.

11.4.3 Public Services Department

The Public Services Department has the following recovery responsibilities:

- Completes damage assessment of infrastructure to include water, streets, and stormwater drainage.
- Completes ocean-front and sound-front damage assessments.
- Restores utility services (water distribution).
- Oversees contracted repair and/or construction services on water infrastructure.
- Completes the formal damage/safety assessment for the Town transportation and stormwater drainage infrastructure.
- Coordinates debris clearance and removal from Town-maintained transportation infrastructure.
- Oversees contracted repair and/or construction of water and/or transportation infrastructure.
- Manages demolition and construction of Town facilities.

- Coordinates debris clearance and removal related to Town-owned facilities.

11.4.4 Finance and Administrative Services Department

The Finance and Administrative Services Department has the following recovery responsibilities:

- Manages Town finances.
- Reviews contracts and for policy compliance.
- Processes claims and insurance settlements.
- Manages the disaster assistance application process.
- Completes disaster response cost-tracking, documentation, and reimbursement application.
- Liaises with state and federal assistance providers.

11.5 Intergovernmental Coordination

Recovery for the Town can be complex in that it may rely on resources shared by other municipal governments in Dare County and other counties in the region, like transportation systems and infrastructure, and an employee base that commutes into and out of the Town. To facilitate the progressive advancement towards recovery, all levels of government must effectively coordinate and prioritize activities and funding.

A major disaster that impacts the Town of Nags Head will likely impact other areas of Dare County and may even impact other jurisdictions in the coastal region. Even though the Town will manage its own recovery, when disaster impacts extend beyond the Town and recovery efforts are being coordinated at a higher level of NIMS, the Town will participate in those meetings and briefings.

11.6 Local Assistance Center

A Local Assistance Center (LAC) is a centralized location where individuals and families can access available disaster assistance programs and services following a disaster. Municipal, county, state, and federal agencies, as well as nonprofit and voluntary organizations, may provide staff at the centers. FEMA may open separate assistance centers through which only the services of federal programs are offered.

In cooperation with local municipalities, Dare County assesses the need for a LAC and may establish one to support the needs of individuals in the community. NCDDEM will ensure that an appropriate number of LACs are established, based on assessed needs, and coordinates the participation of state and federal agencies at the centers. Not all areas

affected by an incident require LACs. NCDEM may provide financial and logistical support to the County for the operation of LACs.

11.7 Damage Assessments

Following an incident that results in damage to buildings, systems, infrastructure, and/or the environment, safety assessments and an initial damage estimate are performed in the response phase. These assessments are performed by the Planning and Development Department and Public Services to ensure both private and public structures are safe to enter (Safety Assessment) or to justify emergency declarations (Initial Damage Estimate). The findings of these assessments are documented using the Crisis Track application and the information is accessible and compiled by Dare County.

To enable the Town to receive federal and state disaster assistance in the recovery phase, NCDEM, FEMA, and local officials will jointly conduct a preliminary damage assessment in the Town. This assessment will provide the basis for obtaining a Federal Disaster Declaration which grants the Town and its community access to federal assistance programs.

11.8 Recovery Programs

The State of North Carolina, FEMA, and other federal agencies offer disaster assistance. Emergency declaration thresholds and resource requests typically determine the amount and type of assistance required. When assistance is available, it is typically provided through the following assistance programs:

- North Carolina State Emergency Response and Disaster Relief Fund (G.S. 166A-19.42) - provides State assistance to support recovery in a Gubernatorial-declared emergency area for which federal assistance under the Stafford Act is either not available or does not adequately meet the needs of the citizens in that emergency area. Assistance may be provided in the form of Individual Assistance and Public Assistance.
- North Carolina Community Foundation Disaster Relief Fund - provides grants to nonprofit and charitable organizations in North Carolina communities impacted by disasters that: address long-term recovery and resiliency, meet unmet needs that are not being fulfilled by other resources, and build stronger and more prepared communities.
- FEMA's Individual and Household Assistance Program – provides assistance for individuals and families, including the provision of temporary housing.
- FEMA's Public Assistance Program – provides assistance to state and local governments and certain private nonprofit organizations for extraordinary costs

related to response, removal of debris, and damage to buildings and infrastructure.

- FEMA's Hazard Mitigation Grant Program – provides assistance to state and local governments for measures to reduce damage from future disasters.
- The U.S. Department of Housing and Urban Development (HUD) – provides assistance to state and local governments, in the form of grants, to help states and local governments recover from Presidentially declared disasters, especially in low-income areas.
- The Small Business Administration (SBA) - provides low-interest loans for repairs to damaged homes and for damage to businesses
- The Federal Highway Administration (FHWA) – provides funding to state and local governments for the restoration of damaged roads, bridges, and other features that are part of the of the system of federal-aid routes.
- The United States Department of Agriculture (USDA) – provides disaster assistance funding through numerous programs.

11.8.1 Delivery of Assistance

FEMA coordinates Stafford Act programs, such as the Public Assistance Program, with NCDDEM through the Joint Field Office. Coordination of other programs, such as the Emergency Relief Program, may occur outside the Joint Field Office. Federal funding for these programs, such as the Public Assistance Program, may pass through the state; or it may be delivered directly to recipients, such as with assistance to individuals through the Individual Housing Program.

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12. PLAN DEVELOPMENT AND MAINTENANCE

The EOP is developed under the authority of the Town Board of Commissioners. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and experience obtained from exercises or responding to real incidents. As such, it is important to have a plan development and maintenance process for keeping the EOP current, relevant, and in compliance with NIMS and other applicable instructions.

12.1 Development and Maintenance Responsibilities

Under director of the Town Manager, the Fire and Ocean Rescue Department is responsible for the development and maintenance of the EOP. Each Town department is responsible for reviewing and understanding portions of the EOP relevant to their roles and responsibilities and for contributing their expertise in the development and revision of this EOP.

12.2 Development Process

The initial development of the EOP and any update efforts follow basic guidelines for strategic planning guidance defined in FEMA's Comprehensive Preparedness Guide 101 (CPG 101). The steps for the strategic planning process are shown in **Figure 12-1**. The process is led by the Fire and Ocean Rescue Department with support from Town departments and other stakeholders who contribute to the development of the EOP.



Source: FEMA Comprehensive Preparedness Guide 101, Version 3, Draft Version 0.5, November 2020

Figure 12-1. Steps in the Planning Process

12.3 Revision and Maintenance Process

A review of the EOP is conducted periodically to ensure the plan elements are valid, current, and remain in compliance with NIMS and other instructions. Similar to the

development process, each department reviews and provides input into EOP revisions and/or modifies its standard operating procedures as required based on deficiencies identified during exercises or real incidents. All revisions to the EOP are documented in the [Record of Changes](#) at the front of the plan.

12.4 Training and Exercises

The conduct of training and exercises are critical in enhancing capabilities and enabling effective execution of activities associated with emergency response and recovery.

12.4.1 Training

The Fire and Ocean Rescue Department informs other Town departments and pre-identified EOC personnel of training opportunities associated with emergency management and EOC operations. Departments with emergency management responsibilities defined in this plan must ensure their personnel are properly trained to carry out their responsibilities.

Each Town employee should obtain training in basic ICS (100, 200, 700, 800), which can be obtained through FEMA Independent Study. All first responders should obtain training in ICS 300 and all management staff in the EOC should obtain training in both ICS 300 and 400. Recommended training for each EOC position is found in **Annex A, EOC Operations Guide**.

12.4.2 Exercises

Exercises provide personnel with an opportunity to become thoroughly familiar with the procedures, facilities, and systems used in emergency situations. The Town prepares for and participates in an all-hazards exercise program that involves emergency management/response personnel from multiple disciplines and multiple jurisdictions. The Town prepares to design exercises that:

- Are as realistic as possible.
- Stress the application of standardized emergency management.
- Are based on risk assessments (credible threats, vulnerabilities, and consequences).
- Include non-governmental organizations and the private sector, when appropriate.
- Incorporate the concepts and principles of NIMS.
- Demonstrate continuity of operations challenges and actions.

- Incorporate issues related to individuals with disabilities and others with access and functional needs.

Elements of this EOP are exercised annually. The types of exercises the Town utilizes include:

- **Seminars/Workshops** are low-stress, informal discussions in a group setting with little or no simulation, and used to provide information and introduce people to policies, plans, and procedures.
- **Drills/Tests** are conducted on a regular basis to maintain the readiness of operational procedures, personnel, and equipment. Examples include tests of outdoor warning systems and the Emergency Alert System.
- **Tabletop Exercises** provide a convenient and low-cost method designed to evaluate policy, plans, procedures, and resolve coordination and responsibilities. Such exercises are a good way to see if policies and procedures exist to handle certain issues.
- **Functional Exercises** are designed to test and evaluate the capability of an individual function such as communications, evacuation, or shelter operations.
- **Full-Scale Exercises** simulate an actual emergency. They typically involve complete emergency management staff and are designed to evaluate the operational capability of the emergency management system.

The federal government, through FEMA, promulgates the Homeland Security Exercise and Evaluation Program (HSEEP), which is a standardized methodology for exercise design, development, conduct, evaluation, and improvement to ensure homeland security and terrorist response capabilities are adequately tested and exercised. Any jurisdiction that receives certain homeland security grant funding may be required to develop an HSEEP-compliant training and exercising plan.

12.5 After-Action Review

After an exercise or actual incident, the Town conducts an After-Action Review and develops an After-Action Report (AAR). The review consists of soliciting feedback and observations from exercise or incident participants with the objective of identifying strengths and areas for improvement for the Town's emergency management program. The AAR contains the following content elements:

- Situation overview, including key events or decision points
- Observations (strengths and areas for improvement)
- Analysis of each observation

- Recommendations related to each observations

Using the recommendations defined in the AAR, the Fire and Ocean Rescue Department leads a corrective action planning process to develop an Improvement Plan (IP) that assigns specific improvement tasks to appropriate responsible departments. The IP serves as a task- and milestone-based plan for improving this EOP and emergency management capabilities. This After-Action Review process follows the guidance found in HSEEP.

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APPENDICES

Appendix A: Acronyms and Glossary

Appendix B: Authorities and References

Appendix C: North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement

Appendix D: Memorandum of Agreement between the Town of Nags Head and the Town of Cary (relocation of Nags Head government functions)

Appendix E: Emergency Contact Information

Appendix F: Map of the Town of Nags Head

Appendix G: Map of Dare County

Appendix H: Map of the Outer Banks

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APPENDIX A:

ACRONYMS AND GLOSSARY

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A. ACRONYMS AND GLOSSARY

A.1 Acronyms

AAR.....	After-Action Report
CAD	Computer Aided Dispatch
CDC	Centers for Disease Control and Prevention
CFR.....	Code of Federal Regulations
COOP	Continuity of Operations Plan
CPG	Comprehensive Preparedness Guide
EAS	Emergency Alert System
EMAC.....	Emergency Management Assistance Compact
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FEMA.....	Federal Emergency Management Agency
HMP	Hazard Mitigation Plan
HSEEP.....	Homeland Security Exercise and Evaluation Program
HSPD.....	Homeland Security Presidential Directive
HUD	U.S. Department of Housing and Urban Development
ICS	Incident Command System
IMT	Incident Management Team
IAP	Incident Action Plan
ICP.....	Incident Command Post
IP	Improvement Plan
JIC	Joint Information Center
JIS.....	Joint Information System
JFO.....	Joint Field Office
LAC	Local Assistance Center
NCDEM	North Carolina Department of Emergency Management
NDRF.....	National Disaster Recovery Framework
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF.....	National Response Framework
PIO	Public Information Officer
PSPS.....	Public Safety Power Shutoff
SBA.....	Small Business Administration

USC.....	United States Code
USDA.....	United States Department of Agriculture
VOAD.....	Volunteer Organizations Active in Disaster
VoIP	Voice Over Internet Protocol
WEA.....	Wireless Emergency Alerts

A.2 Glossary

A

Access and Functional Needs: Individuals having access and functional needs may include, but are not limited to, people with disabilities, older adults, and individuals with limited English proficiency, limited access to transportation, and/or limited access to financial resources to prepare for, respond to, and recover from the emergency. Federal civil rights law and policy require nondiscrimination, including on the bases of race, color, national origin, religion, sex, age, disability, English proficiency, and economic status. Many individuals with access and functional needs are protected by these provisions.

After Action Report (AAR): Following an exercise or response to a real emergency, a report documenting response actions, application of NIMS, modifications to plans and procedures, training needs, and recovery activities.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making. Relevant assessments in emergency management include: damage and safety assessment, risk assessment, community impacts and needs assessment.

C

Capability: The means to accomplish a mission, function or objective.

Care and Shelter: A phase of operations that meets the food, clothing, and shelter needs of people on a mass care basis.

Catastrophic Disaster: Although there is no commonly accepted definition of a catastrophic disaster, the term implies an emergency incident, which produces severe and widespread damages of such a magnitude as to result in the requirement for significant resources from outside the affected area to provide the necessary response.

Command: The act of directing, and/or controlling resources at an incident by virtue of explicit legal, agency, or delegated authority. May also refer to the Incident Commander.

Common Operating Picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Community: A political or geographical entity that has the authority to adopt and enforce laws and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated town, Town, township, village or unincorporated area of a county. However, each state defines its own political subdivisions and forms of government.

Continuity: The ability to provide uninterrupted services and support while maintaining organizational viability, before, during and after an incident that disrupts normal operations.

Continuity of Government: All measures that may be taken to ensure the continuity of essential functions of governments in the event of emergency conditions, including line-of-succession for key decision makers.

Coordination: The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra- or inter-agency) does not involve dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within the limits established by specific agency delegations, procedures, legal authority, etc. Multi-agency or Inter-agency coordination is found at all levels of government.

D

Damage Assessment: Appraising or determining the number of injuries and deaths, damage to public and private property and status of key facilities and services (e.g., hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, transportation networks) resulting from a human-caused or natural disaster.

Declaration: The formal action by a local elected official, Governor, and President to codify the existence of an emergency. A declaration of a Local Emergency, State Emergency, and/or Major Disaster allows for the provision of State and Federal assistance to eligible communities under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 3-288, as amended (the Stafford Act). Additionally, a declaration grants specific authorities to elected officials which they do not have outside of a formal declaration.

Delegation of Authority: Identification, by position, of the authorities for making policy determinations and decisions. Generally, pre-determined delegations of authority will take

effect when normal channels of direction have been disrupted and will lapse when these channels have been reestablished.

Designation: The action by the FEMA Associate Director, State and Local Programs and Support Directorate (SLPSD), to determine the type of assistance to be authorized under the Stafford Act for a particular declaration; and the action by the FEMA Regional director to determine specifically what counties, or county equivalents, are eligible for such assistance.

Direction and Control (Emergency Management): The provision of overall operational control and/or coordination of emergency operations, whether it be the actual direction of field forces or the coordination of joint efforts of governmental and private agencies in supporting such operations.

Disability: Individual who has a physical or mental impairment that substantially limits one or more major life activities (an “actual disability”), or a record of a physical or mental impairment that substantially limits a major life activity (“record of”), or an actual or perceived impairment, whether or not the impairment limits or is perceived to limit a major life activity, that is not both transitory and minor (“regarded as”). And specific changes to the text of the Americans with Disabilities Act. State laws and local ordinances may also include individuals outside the federal definition.

Disaster: A sudden calamitous emergency event bringing great damage loss or destruction.

Disaster Assistance Program: A program that provides state funding or reimbursement for local government response related personnel costs incurred in response to an incident.

E

Emergency (or Disaster): A sudden condition threatening the safety of persons, property, and/or the environment caused by such conditions as severe weather, air pollution, fire, flood, hazardous material incident, disease epidemic/pandemic, riot, acts of terrorism or violence, drought, and sudden and severe energy shortage.

Emergency Alert System (EAS): A system that enables the President and federal, state, and local governments to communicate through commercial radio and television broadcast stations with the general public in the event of a disaster.

Emergency Management Coordinator: The individual within each jurisdiction that is delegated the day-to-day responsibility for the development and maintenance of all emergency management coordination efforts.

Emergency Operations Center Director: The individual within each political subdivision that has overall responsibility for jurisdiction emergency management coordination efforts.

Emergency Medical Services (EMS): Treatment of casualties necessary to maintain their vital signs prior to treatment at a medical center.

Emergency Operations: Those actions taken during the emergency period to protect life and property, care for the people affected, and temporarily restore essential community services.

Emergency Operations Center (EOC): The physical location where the coordination of information and resources to support incident management activities (on-scene operations) normally takes place. An EOC may be a temporary facility or located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction.

Emergency Public Information: Information disseminated to the public by official sources during an emergency, using broadcast and print media. Emergency Public Information includes: (1) instructions on survival and health preservation actions to take (what to do, what not to do, evacuation procedures, etc.), (2) status information on the disaster situation (number of deaths, injuries, property damage, etc.), and (3) other useful information (state/federal assistance available).

Emergency Response Personnel: Personnel involved with an agency's response to an emergency.

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts or sporting events.

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 an emergency operations plan (EOP).

F

Federal: Of or pertaining to the Federal Government of the United States of America.

Federal Disaster Assistance: Provides in-kind and monetary assistance to disaster victims, state, or local government by federal agencies under the provision of the Federal Disaster Relief Act and other statutory authorities of federal agencies.

Field Responder: Any individual from a government organization who responds to incidents occurring specifically in the field to mitigate their effects. This definition includes all first responders.

First Responder: This term refers to individuals whose organization's specific and primary responsibility is to respond to life safety incidents.

Function: The five major activities defined for a traditional ICS structure, i.e., Management, Operations, Planning, Logistics, and Finance/Administration. Additionally, it refers to the roles performed by departments/agencies.

Functional Element: Refers to a part of the incident EOC or DOC organization such as section, branch, group, or unit.

H

Hazard: Natural or man-made source of danger or difficulty to people or property.

Hazard Area: A geographically defined area in which a specific hazard presents a potential threat to life and property.

Hazardous Material: A substance or combination of substances, which, because of quantity, concentration, physical, chemical, radiological, explosive, or infectious characteristics, poses a potential danger to humans or the environment. Generally, such materials are classed as explosives and blasting agents, flammable and nonflammable gases, combustible liquids, flammable liquids and solids, oxidizers, poisons, disease-causing agents, radioactive materials, corrosive materials, and other materials including hazardous wastes.

Hazard Mitigation Plan: The plan resulting from a systematic evaluation of the nature and extent of vulnerability to the effects of natural hazards, including the actions needed to minimize future vulnerability to identified hazards.

I

Incident: An occurrence, natural or human-caused, that necessitates a response to protect life or property. In this document, the word "incident" includes planned events as well as emergencies and/or disasters of all kinds and sizes.

Incident Action Plan (IAP): An oral or written plan containing the objectives established by the EOC Director, incident commander, or unified command and addressing objectives, tactics, and support activities for the planned operational period, generally 12 to 24 hours.

Incident Commander (IC): The individual responsible for the command of all functions at the field response level.

Incident Command Post (ICP): The location at which the primary command functions are executed. The ICP may be co-located with the incident base or other incident facilities.

Incident Management Team: A rostered group of ICS-qualified personnel consisting of an incident commander, command and general staff and personnel assigned to other key ICS positions.

Individual Assistance (IA): Supplementary Federal assistance provided under the Stafford Act to individuals and families adversely affected by a major disaster or an emergency. Such assistance may be provided directly by the Federal Government or through State, local governments or disaster relief organizations.

J

Joint Field Office (JFO): The primary federal incident management field structure. The JFO is a temporary federal facility that provides a central location for coordinating organizations with primary responsibility for response and recovery, including state, local, territorial, tribal, insular area and federal governments and private sector and nonprofit organizations.

Joint Information Center (JIC): A facility in which personnel coordinate incident-related public information activities. The JIC serves as the central point of contact for all news media. Public information officials from all participating agencies co-locate at, or virtually coordinate through, the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Jurisdiction: Jurisdiction has more than one definition. Each use depends on the context:

- A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Town, county, tribal, state or federal boundary lines) or functional (e.g., law enforcement, public health).
- A political subdivision (e.g., federal, state, county, parish, municipality) with the responsibility for public safety, health and welfare within its legal authorities and geographic boundaries.

L

Leader: The ICS title for an individual responsible for a functional unit, task forces, or teams.

Local Assistance Center (LAC): A facility established by local government within or adjacent to a disaster impacted area to provide disaster victims a “one-stop” service in meeting their emergency representatives of local, state, and federal governmental agencies, private service organizations and certain representatives of the private sector.

Local Emergency: The formal declaration of the existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, Town and county, or Town, caused by such conditions as air pollution, fire, flood, storm, pandemic, civil disturbance, or earthquake or other conditions, other than conditions resulting from a labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and required the combined forces of political subdivisions to combat.

Local Government: A county, municipality, Town, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a not-for-profit corporation under state law), regional or interstate government entity or agency or instrumentality of a local government; a rural community, unincorporated town or village or other public entity.

Logistics: Providing resources and other services to support incident management.

M

Major Disaster: Any hurricane, tornado, storm, flood, high-water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosions, or other catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Federal Disaster Relief Act, above and beyond

emergency services by the Federal Government, to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Media: All means of providing information and instructions to the public, including radio, television, newspapers, websites, and social media.

Mitigation: Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or human-caused disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to lessen the severity of the cycle of disaster damage, reconstruction and repeated damage. Mitigation activities or actions, in most cases, have a long-term sustained effect.

Mutual Aid Agreement: Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

N

National Incident Management System (NIMS): A systematic, proactive approach to guide all levels of government, nonprofits and the private sector to work together to prevent, protect against, mitigate, respond to and recover from the effects of incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS provides a consistent foundation for dealing with all incidents, ranging from daily occurrences to incidents requiring a coordinated federal response.

National Response Framework (NRF): A comprehensive, national, all-hazards approach to domestic incident response. It serves as a guide to enable responders at all levels of government and beyond to provide a unified national response to a disaster. It defines the key principles, roles and structures that organize the way U.S. jurisdictions plan and respond.

Natural Hazard: Source of harm or difficulty created by a meteorological, environmental, or geological phenomena or combination of phenomena.

Non-governmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Nonprofit Organization: A group that is based on the interests of its members, individuals or institutions. A nonprofit is not created by a government, but it may work cooperatively with government. Examples of nonprofits include faith-based groups, relief agencies, organizations that support people with access and functional needs and animal welfare organizations.

O

Operational Period: The period of time scheduled for execution of a given set of operation actions as specified in the Incident or EOC Action Plan. Operational Periods can be of various lengths, although usually not over 24 hours.

P

Playbook: an incident- or function-specific plan, written to provide guidance to the Town's emergency management team to aide in their management of an emergency response. A playbook typically includes a sequential list of potential actions and assignments relevant to a scenario or function.

Political Subdivision: Includes any Town, Town and county, county, district, or other local governmental agency or public agency authorized by law.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

Protection: The capabilities necessary to secure the homeland against acts of terrorism and human-caused or natural disasters.

Public Information Officer (PIO): The individual in the field or at an EOC that has been delegated the authority to prepare public information releases and to interact with the media. Duties will vary depending upon the agency and level of government.

R

Recovery: Activities traditionally associated with providing Federal supplemental disaster recovery assistance under a Presidential major disaster declaration. These activities usually begin within days after the event and continue after the response activities cease. Recovery includes individual and public assistance programs that provide temporary housing assistance, grants and loans to eligible individuals and government entities to recovery from the effects of a disaster.

Recovery Plan: A incident-specific plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

Resources: Personnel and equipment available, or potentially available, for assignment to incidents or to EOCs. Resources area described by kind and type, and may be used in tactical support or supervisory capacities at an incident or at EOCs.

Response: Activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property and the environment, stabilize communities and meet basic human needs following an incident. Based on the requirements of the situation, response assistance will be provided to an affected jurisdiction according to the policies and procedures defined in the National Response Framework, NC EOP, Dare County EOP, and the Town of Nags Head EOP.

Risk: Potential for an unwanted outcome resulting from an incident, even, or occurrence, as determined by its likelihood and associated consequences.

S

Scenario: Hypothetical situation composed of a hazard, an entity impacted by that hazard and associated conditions, including consequences when appropriate.

State Agency: Any department, division, independent establishment, or agency of the executive branch of the state government.

State of Emergency: The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, or earthquake or other conditions, other than conditions, resulting from a labor controversy, or conditions causing a “state of war emergency”, which conditions by reason of magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, Town and county, or Town and require the combined forces of a mutual aid region or regions to combat.

Strategic: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Subject Matter Expert: An individual with in-depth knowledge in a specific area or field.

T

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Threat: An indication of possible violence, harm, or danger.

Type: Refers to resource capability. A Type 1 resource provides a greater overall capability due to power, size, capacity, etc., than would be found in a Type 2 resource. Resource typing provides managers with additional information in selecting the best resource for the task.

U

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.

Unit: An organizational element of ICS tasked with functional responsibility. Typically, units have no subordinate elements in the organization.

Unity of Command: The concept by which each person within an organization reports to one, and only one designated person.

V

Volunteers: Individuals who make themselves available for assignment during an emergency. These people may or may not have particular skills needed during emergencies and may or may not be part of a previously organized group. (See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101)

Volunteer Organizations Active in Disaster (VOAD): An association of organizations (which can include national, state, and local volunteer organizations) that help governments respond to and recover from the impacts of disasters.

Vulnerability: Physical feature or operational attribute that renders an entity open to exploitation or susceptible to a given hazard.

W

Wildfire: Any instance of uncontrolled burning in grasslands, brush, or woodlands.

Wildfire Urban Interface (WUI): The zone of transition between unoccupied land and human development. It is the line, area or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.

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APPENDIX B:
TOWN OF NAGS HEAD
AUTHORITIES AND REFERENCES

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B. AUTHORITIES

The following authorities and references provide direction and guidance for conducting emergency operations by the Town of Nags Head.

B.1 Town of Nags Head Authorities

The following polices stand as authorities directing the Town of Nags Head emergency management program:

- Chapter 14, Emergency Management.
 - Section 14-1, Restrictions authorized (Code 1990, § 7-1; Ord. No. 14-05-012, Pt. I, 5-7-2014).
 - Section 14-2, Proclamation imposing prohibitions and restrictions (Code 1990, § 7-2; Ord. No. 06-06-021, Pt. I, 6-21-2006; Ord. No. 14-05-012, Pt. II, 5-7-2014).
 - Section 14-6, Restriction on access to areas (Code 1990, § 7-6; Ord. No. 14-05-012, Pt. VI, 5-7-2014).
 - Section 14-7, Evacuation of areas (Code 1990, § 7-7; Ord. No. 14-05-012, Pt. VII, 5-7-2014).
 - Section 14-8, Prohibitions and restrictions generally (Code 1990, § 7-8; Ord. No. 06-06-021, Pt. II, 6-21-2006; Ord. No. 14-05-012, Pt. VIII, 5-7-2014).
 - Section 14-9, Amendments to the proclamation (Code 1990, § 7-9).
 - Section 14-10, Removal of prohibitions and restrictions (Code 1990, § 7-10).
 - Section 14-11, Separate and superseding proclamations (Code 1990, § 7-11)
 - Section 14-12, Absence or disability of Mayor (Code 1990, § 7-12).
- Chapter 32, Storm Reconstruction.
- Town of Nags Head, Personnel Policy, January 3, 2022.

B.2 Dare County and Regional Authorities

The following polices stand as authorities directing the Dare County emergency management program:

- Dare County Emergency Operations Plan, July 2020.
- Outer Banks Regional Hazard Mitigation Plan, June 2020.
- Dare County Code of Ordinances, Title IX – General Regulations, Chapter 92- Emergency Management.

B.3 State of North Carolina Authorities

The following State of California plans and policies stand as authorities directing the Town of Nags Head emergency management program:

- N.C. Gen. Stat. 166A, "North Carolina Emergency Management Act."
- N.C. Gen. Stat. 162B, Continuity of Local Government in an Emergency.
- North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement, 2020.
- North Carolina Emergency Operations Plan, March 2022.
- North Carolina Disaster Recovery Framework, January 2020.

B.4 Federal Authorities

The following Federal plans and policies stand as authorities directing the Town of Nags Head emergency management program:

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 United States Code [USC] §§ 5121 et seq.).
- Federal Disaster Relief Regulations: 44 Code of Federal Regulations [CFR] Part 206.
- Individual Assistance (44 CFR §§ 206.101 et seq.).
- Public Project Assistance (44 CFR §§ 206.200 et seq.).
- Hazard Mitigation (44 CFR §§ 206.430 et seq.).
- National Incident Management System (NIMS), October 2017.
- Homeland Security Presidential Directive (HSPD) 5, Management of Domestic Incidents.
- Presidential Policy Directive 8, National Preparedness.
- National Response Framework, October 2019.
- National Disaster Recovery Framework, June 2016.
- Americans with Disabilities Act, 2010.
- HSPD 21, Public Health and Medical Preparedness.

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APPENDIX C:

NORTH CAROLINA STATEWIDE EMERGENCY MANAGEMENT MUTUAL AID AND ASSISTANCE AGREEMENT

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APPENDIX D:

MEMORANDUM OF AGREEMENT BETWEEN THE TOWN OF NAGS HEAD AND THE TOWN OF CARY

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