

# DELAWARE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section III

### RESPONSE

#### 1. Response Organization and Assignment of Responsibilities

##### A. County Chairman of the Board of Supervisors Responsibilities, Powers, and Succession

1. The Chairman of the Board of Supervisors is ultimately responsible for County emergency response activities and:
  - a) May assume personal oversight of the County emergency response organization if the scope and magnitude of the emergency indicates the necessity of personal management and direction of the response and recovery operations,
  - b) Controls the use of all County owned resources and facilities for disaster response,
  - c) May declare a local state of emergency in consultation with the Director of the Department of Emergency Services, Delaware County Sheriff, Director of Public Health and the County Attorney and may promulgate emergency orders and waive local laws, ordinances, and regulations,
  - d) May request assistance from other counties and the State when it appears that the incident will escalate beyond the capability of County resources,
  - e) May provide assistance at the request of other local governments both within and outside Delaware County.
2. In the event of the immediate unavailability of the Chairman of the Board of Supervisors, the following line of command and succession has been established to ensure continuity of government and the direction of emergency operations:
  - a) The Vice Chairman will assume the responsibilities of that office until the Chairman is available.
  - b) The Sheriff will be in command until the Vice Chairman or Chairman is available.

- c) The Director of the Department of Emergency Services will be in command until the Sheriff, the Vice Chairman or Chairman is available.

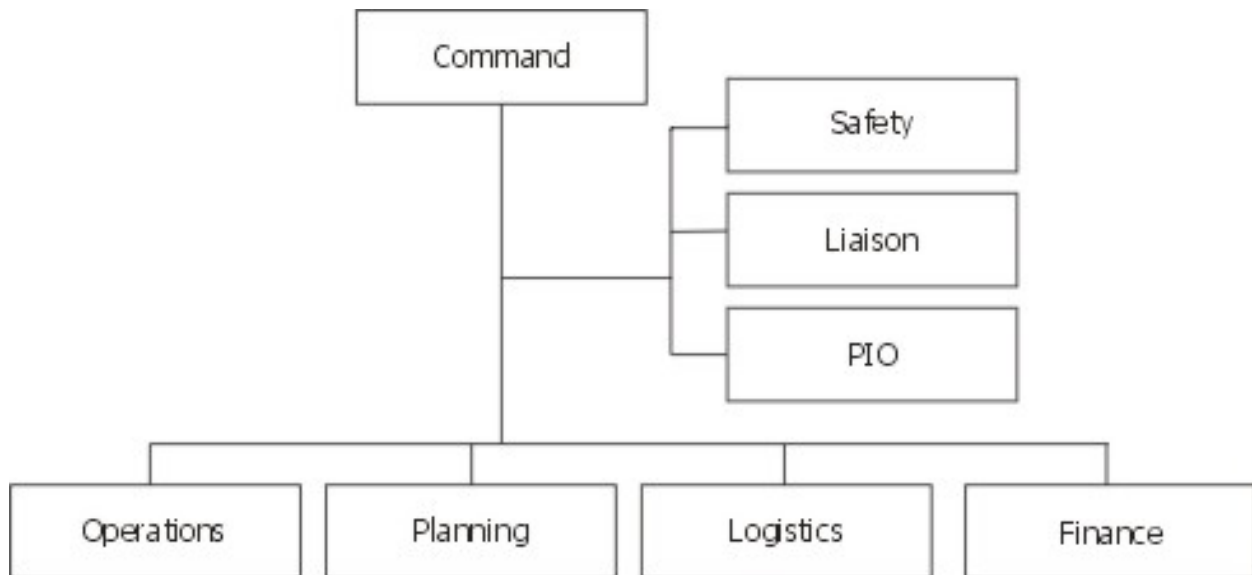
## B. The Role of the Director of the Department of Emergency Services

1. The Director of the Department of Emergency Services (Emergency Manager) directs and coordinates county emergency response activities for the Chairman of the Board of Supervisors, and recommends to the Chairman to declare a local state of emergency based on the severity of the situation and the necessity to use additional executive power to respond effectively to the emergency.
2. The Director of the Department of Emergency Services (Emergency Manager)
  - a) Activates the County's response organization and initiates County response activities
  - b) Notifies and briefs County departments, agencies and other organizations involved in an emergency response
  - c) Maintains and manages an Emergency Operations Center
  - d) Facilitates coordination between the County and:
    - The Incident Commander
    - Towns and villages in the County
    - Local governments outside the County
    - State Emergency Management Office
    - Private emergency support organizations.

## C. The County Emergency Response Organization

1. The Incident Command System (ICS)
  - a) Delaware County endorses the use of the Incident Command System (ICS), as developed by the National Interagency Incident Management System (NIIMS), and formally adopted by the State of New York, for emergencies requiring multi-agency response. ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand. ICS should be initiated by the emergency forces first responding to an incident
  - b) ICS is organized by functions. There are five:
    - Command
    - Operations
    - Planning
    - Finance
    - Logistics

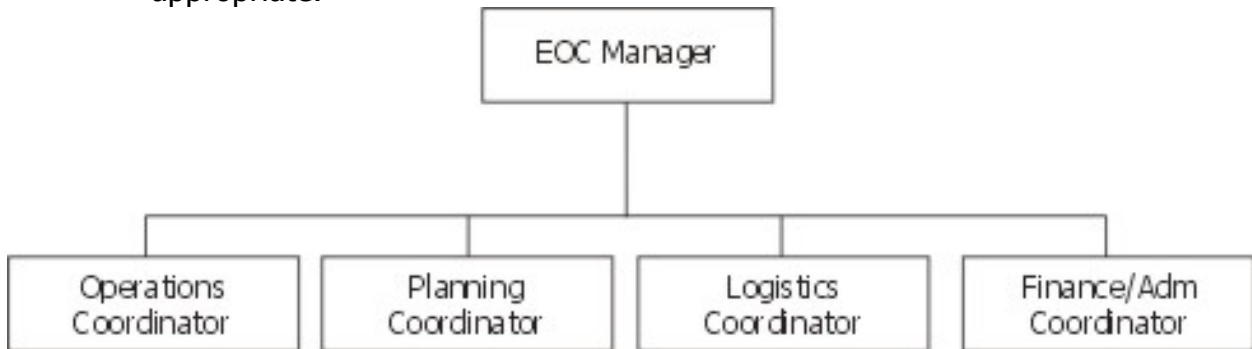
- c) Under ICS, an Incident Commander (IC) has the overall responsibility for the effective on-scene management of the incident, and must ensure that an adequate organization is in place to carry out all emergency functions.
- d) The IC directs emergency operations from an Incident Command Post, the only command post at the emergency scene.
- e) In minor incidents, the five ICS functions may all be managed directly by the IC. Larger incidents usually require that one or more of the functions be set up as separate sections under the IC.
- f) Within the Command function, the IC has additional responsibilities for Safety, Public Information, and Liaison. These activities can be assigned to staff under the IC.
- g) An on scene ICS with all five functions organized as sections is depicted below:



- h) During an emergency County response personnel must be cognizant of the Incident Command System in place and their role in it. Some County personnel may be responders to the scene and part of the on-scene ICS structure in a functional or staff role. Other County personnel may be assigned to the County Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene. All County response personnel not assigned to the on-scene ICS will be

coordinated by or through the Director of the Department of Emergency Services.

- i) The Incident Commander is usually selected due to his or her position as the highest ranking responding officer at the scene. The IC must be fully qualified to manage the incident. As an incident grows in size or becomes more complex a more highly qualified Incident Commander may be assigned by the responsible jurisdiction. Thus, a County official could be designated as the IC.
- j) A major emergency encompassing a large geographic area may have more than one emergency scene. In this situation, separate Incident Commanders may set up command at multiple locations. In this case, an Area Command may be established. The Area Command is structured similar to a normal ICS with one exception; the Incident Commander is called the Incident Manager to whom all Incident Commanders report. A County official could be designated as an Incident Manager and numerous County response personnel assigned to the Area ICS.
- k) County response personnel operating at the EOC will be organized by ICS function, as depicted below and interface with their on-scene counterparts, as appropriate.



- l) Whenever the ICS is established, County response forces should be assigned to specific ICS functions wherever they are needed including at the scene, at the EOC in a support role, or at an Area Command, if established. See Table 1 for probable ICS functional assignments by agency. Assignments may change as situation dictates or as directed by the EOC Manager.

## 2. Agency Responsibilities

The Chairman of the Board of Supervisors shall exercise ultimate responsibility and oversight for emergency response, and shall delegate ICS responsibilities as described in table one, or as special circumstance warrants.

2. Managing Emergency Response

A. Incident Command Post and Emergency Operations Center

1. On-scene emergency response operations will be directed and controlled by the Incident Manager from an Incident Command Post located at or near the emergency site. This will be the only command post at the emergency scene. All other facilities at the scene used by agencies for decision-making should not be identified as a command post.

TABLE 1 - ICS Function and Response Activities by Agency

<b>AGENCY</b>	<b>ICS FUNCTION</b>	<b>RESPONSE ACTIVITIES</b>
Chairman of the Board of Supervisors	Responsible Authority Public Information	Ultimate situation responsibility; Declaration of State Emergency; Promulgation of emergency orders; Emergency Public Information
Dept. Emergency Services	Command and Control All ICS Sections	Activation and Coordination of the EOC; Liaison and Coordination with Gov'ts and organizations;
	Operations	Fire Suppression and Control; Search and Rescue; HAZMAT Exposure Control
Local PD/Sheriff's Dept	Operations	Communications, Warning, Law Enforcement, Security, Criminal Investigation, Death Investigation
Public Health/EMS	Operations	Medical Care and Treatment; Disease and Pest Control
	Safety	Emergency Worker Protection
Public Works Dept.	Operations	Debris Removal and Disposal; Damage Assessment; Sewage Control
Social Services	Operations	Human Needs Assessment
Office for the Aging	Operations	Human Needs Assessment
Planning Department	Planning	Situation Assessment and Documentation; Advance Planning
Mental Health	Operations	Crisis Counseling
Coroner	Operations	Identification and Disposal of Dead
American Red Cross	Operations	Temporary Housing and Shelter; Emergency Food and Clothing
County Clerk	Logistics	Supply and Procurement; Information Systems
Personnel Director	Logistics	Human Resources
Purchasing Director (Clerk of the Board)	Finance/Administration	Purchasing; Accounting; Record-keeping

2. The County EOC will be used to support Incident Command Post activities and to coordinate County resources and assistance. The EOC can also be used as an Area Command Post when Area Command is instituted.
3. A Command Post will be selected by the Incident Commander based upon the logistical needs of the situation and located at a safe distance from the emergency site.
4. The County EOC is located at the Delaware County Public Safety Building in Delhi, New York.
5. If a disaster situation renders the EOC inoperable, an auxiliary EOC may be established at the New York State Police barracks Troop C, in Sidney, New York.
6. The EOC can provide for the centralized coordination of County and private agencies' activities from a secure and functional location.
7. County agencies and other organizations represented at the EOC will be organized according to ICS function under the direction of the Director of the Department of Emergency Services.
8. Though organized by ICS function, each agencies' senior representative at the EOC will be responsible for directing or coordinating his or her agency's personnel and resources. Where the agency is also represented at the scene in an ICS structure, the EOC representative will coordinate the application of resources with the agency's representative at the scene.
9. The Director of the Department of Emergency Services is responsible for managing the EOC or auxiliary EOC during emergencies.
10. If required, the EOC will be staffed to operate continuously on a twenty-four hour a day basis. In the event of a 24-hour operation, two 12 ½ hour shifts will be utilized. (The additional ½ hour is for shift change briefings.) Designation of shifts will be established as conditions warrant by the Director of the Department of Emergency Services.
11. Each agency will routinely identify its personnel assigned to the EOC. This identification is to be provided to the Emergency Manager and updated quarterly.
12. Work areas will be assigned to each agency represented at the EOC.

13. Internal Security at the EOC during an emergency will be provided by the County Sheriff's Department:
  - a) All persons entering the EOC will be required to check in at the security desk located at the main entrance
  - b) All emergency personnel will be issued a pass (permanent or temporary) to be worn at all times while in the EOC
  - c) Temporary passes will be returned to the security desk when departing from the premises
14. EOC space should be maintained in an emergency operating mode by the Department of Emergency Services at all times. During non-emergency periods, the EOC can be used for meetings, training and conferences.
15. The ICS Planning function is responsible for emergency situation reporting at the EOC and has established procedures and forms to be used.
16. The Emergency Manager maintains Standard Operating Guides for activating, staffing and managing the EOC. These SOGs can be found as Appendix III-1 to this section of the plan.

#### B. Notification and Activation

1. As described in Appendix 1, upon initial notification of an emergency to the County Warning Point, the Warning Point will immediately alert the appropriate County official(s). This initial notification sets into motion the activation of County emergency response personnel.
2. Each emergency is to be classified into one of four County Response Levels according to the scope and magnitude of the incident.
  - a) Response Level 1: Non-emergency situation, facility readiness status maintained through planning sessions, training, drills and exercises.
  - b) Response Level 2: Controlled emergency situation without serious threat to life, health, or property, which requires no assistance beyond initial first responders.
  - c) Response Level 3: Limited emergency situation with some threat to life, health, or property, but confined to limited area, usually within one municipality or involving small population.
  - d) Response Level 4: Full emergency situation with major threat to life, health, or property, involving large population and/or multiple municipalities, State/Federal involvement.

3. Emergency response personnel will be activated according to the Response Level classification:

- For Response Level 1, the staff has normal, day-to-day operations.
- For Response Level 2, the staff of the Department of Emergency Services is activated.
- For Response Level 3, the staff of the Department of Emergency Services is activated and augmented by select members of the county response organization as determined by the Director of the Department of Emergency Services.
- For Response Level 4, an all-hands classification, requiring full EOC staffing is achieved as soon as possible. Except for first responders to the scene, assignment of County response personnel to other locations including the emergency scene will be made through the EOC.

See Appendix III-1 for further details.

C. Assessment and Evaluation

1. As a result of information provided by the EOC Section Coordinators, the Command Section will, as appropriate, in coordination with the on scene Incident Commander:

- a) Develop policies by evaluating the safety, health, economic, environmental, social, humanitarian, legal and political implications of a disaster or threat;
- b) Analyze the best available data and information on the emergency;
- c) Explore alternative actions and consequences;
- d) Select and direct specific response actions.

D. Declaration of Local State of Emergency and Promulgation of Local Emergency Orders

1. In response to an emergency, or its likelihood, upon a finding that public safety is imperiled, the County Executive may proclaim a state of emergency pursuant to section 24 of the State Executive Law.

2. Such a proclamation authorizes the County Executive to deal with the emergency situation with the full executive and legislative powers of county government.
3. This power is realized only through the promulgation of local emergency orders. For example, emergency orders can be issued for actions such as:
  - Establishing curfews
  - Restrictions on travel
  - Evacuation of facilities and areas
  - Closing of places of amusement or assembly
4. Appendix III-2 describes the requirements for proclaiming a State of Emergency and promulgating Emergency Orders.
5. Chief Executives of towns and villages in Delaware County have the same authority to proclaim states of emergency and issue emergency orders within their jurisdiction. Whenever a State of Emergency is declared in Delaware County or Emergency Orders issued, such action will be coordinated, beforehand, with the affected municipality.
6. Emergency responders have implicit authority and powers to take reasonable immediate action to protect lives and property absent an emergency declaration or emergency orders.

E. Public Warning and Emergency Information (Appendix III-3)

1. In order to implement public protective actions there should be a timely, reliable and effective method to warn and inform the public.
2. Activation and implementation of public warning is an Operations section responsibility.
3. Information and warnings to the public that a threatening condition is imminent or exists can be accomplished through the use of the following resources. Though public warning may, in many cases, be implemented solely by on-scene personnel, the use of the systems in (a), (b), and (c) below require strict coordination with the EOC:
  - a) A verbal agreement exists between the Director of the Department of Emergency Services and the Delaware County Broadcast network. This agreement allows for the dissemination of emergency information directly to the public via local broadcasting media.

- b) NOAA Weather Radio (NWR) - is the "Voice of the National Weather Service" providing continuous 24-hour radio broadcasts of the latest weather information including severe weather warnings directly from the Weather Service office in Binghamton. NWR will also broadcast non-weather-related emergency warnings. NWR broadcasts on select high-band FM frequencies, not available on normal AM-FM radios. Radios with NWR frequencies, automated alarm capabilities, and Specific Area Message Encoding (SAME) technology are generally available.
  - c) Community Alert Network (CAN): CAN is an auto-dial up system that uses a municipalities 911 system to alert the public directly via telephone. This system is capable of dialing up to 8,600 occupancies per hour, 24 hours a day, and can be programmable to give pre-recorded messages to the public.
  - d) Emergency service vehicles with siren and public address capabilities - Many police and fire vehicles in the County are equipped with siren and public address capabilities. These vehicles may be available, in part, during an emergency for "route alerting" of the public. This capability exists County-wide but should not be relied upon for public warning.
  - e) Door-to-door public warning can be accomplished in some situations by the individual alerting of each residence/business in a particular area. This can be undertaken by any designated group such as auxiliary police, regular police, fire police, regular firefighters, visiting each dwelling in the affected area and relating the emergency information to the building occupants. To achieve maximum effectiveness, the individual delivering the warning message should be in official uniform.
4. The County Department of Emergency Services will advocate, as part of their normal dealing with special institutions such as schools, hospitals, nursing homes, major industries and places of public assembly, that they obtain and use tone-activated receivers/monitors with the capability to receive NOAA Weather Radio (NWR) with SAME reception.
  5. Special arrangements may be made for providing warning information to the hearing impaired and, where appropriate, non-English speaking population groups.
  6. In consultation with the Director of Emergency Services, the Chairman of the Board of Supervisors will designate a County Public Information Officer (PIO). The Command Staff position of Public Information Officer may in coordination with on-scene Incident Command:

- a) Establish and manage a Joint News Center (JNC) from where to respond to inquiries from the news media and coordinate all official announcements and media briefings
  - b) Authenticate all sources of information being received and verify accuracy
  - c) Provide essential information and instructions including the appropriate protective actions to be taken by the public, to the broadcast media and press
  - d) Coordinate the release of all information with the key departments and agencies involved both at the EOC and on-scene
  - e) Control the spreading of rumors
  - f) Arrange and approve interviews with the news media and press by emergency personnel involved in the response operation
  - g) Arrange any media tours of emergency sites
7. The JNC may be established at the EOC or at any location where information flow can be maintained, without interfering with emergency operations.

F. Emergency Medical and Public Health

1. A high impact disaster can cause injury and death to large numbers of people. In addition, damage to and destruction of homes, special facilities, and vital utilities may place the public at substantial risk of food and water contamination, communicable diseases, and exposure to extreme temperatures.
2. There may be established within the Operations section an appropriately designed Emergency Medical/Public Health function to ensure that health and medical problems are being addressed.

G. Meeting Human Needs

1. The Planning and Operations functions are responsible for ascertaining what human needs have been particularly affected by an emergency and responding to those unmet needs with the available resources of County and local government and with the assistance of volunteer agencies and the private sector.

2. There may be established within the Operations section a Human Needs Group to perform the tasks associated with (1) above, headed by the Office for the Aging.
3. There is an Delaware County Human Service Coordinating Council comprised of representatives from Delaware County Departments: Social Services, Youth Bureau, Probation, Mental Health, Public Health, Sheriff, Office for the Aging, Alcoholism Council, Stop DWI, Personnel Director, Countryside Care Center and Planning. Local agencies such as Cornell Cooperative Extension, Hospice and Delaware Opportunities and other volunteer groups and the private sector, whose purpose is to assist in the coordination of the delivery of human services during severe weather in Delaware County and to advise the Director of the Department of Emergency Services on human needs issues.
4. The Delaware County Human Service Coordinating Council will serve as the Human Needs Branch whenever such a Branch is utilized.

#### H. Restoring Public Services

1. The Operations and Planning sections are responsible for ascertaining the emergency's effect on the infrastructure and the resultant impact on public services including transportation, electric power, fuel distribution, public water, telephone, and sewage treatment and ensuring that restoration of services is accomplished without undue delay.
2. There may be established within the Operations section a Public Works function, assigned appropriately, to perform the tasks associated with (1) above.
3. In the event of a major power outage, the Operations section will maintain communications with representatives from New York State Electric and Gas (NYSEG) the Delaware County Electrical Cooperative and local phone companies for the purpose of facilitating communications and information flow between the utility and the Operations section.
4. During response operations relating to debris clearance and disposal, Delaware County should act in cognizance of and in cooperation with the County debris clearance policy. See Appendix III-4b, Delaware County debris clearance policy.

#### I. Resource Management

1. The Planning function is responsible for the identification and allocation of additional resources needed to respond to the emergency situation.

2. Resources owned by the municipality in which the emergency exists should be used first in responding to the emergency.
3. All County-owned resources are under the control of the Chairman of the Board of Supervisors during an emergency and can be utilized as necessary.
4. Resources owned by other municipalities in and outside of Delaware County can be utilized upon agreement between the requesting and offering government.
5. Resources owned privately cannot be commandeered or confiscated by government during an emergency. However, purchases and leases of privately owned resources can be expedited during a declared emergency. In addition, it is not uncommon for the private sector to donate certain resources in an emergency.

J. Standard Operating Guides and other supporting plans.

1. Each County agency assigned responsibility under this Response portion of the plan is required to have its own Standard Operating Guides (SOGs). These SOGs address activation of personnel, shift assignments at the EOC, assignment to the field including the Incident Command Post (if applicable), coordination with other agencies, drills, exercises, and ICS training.
2. Each agency SOG is to be updated at least annually and reviewed at a joint agency planning meeting held each spring.
3. Copies of each SOG are retained by Director of the Department of Emergency Services. .
4. The following documents support this portion of the plan and are appended to it:
  - Appendix III-1- *Standard Operating Guides for the Delaware County Emergency Operations Center (EOC)*
  - Appendix III-2- *Instructions for Declaring a State of Emergency and Issuing Emergency Orders*
  - Appendix III-3 - *Delaware County Emergency Alert System*
  - Appendix III-4 - *New York State Debris Clearance Policy*