

MADISON COUNTY



CEMP

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

NOVEMBER 2003
Revised December 2005
Revised December 2006

MADISON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

TABLE OF CONTENTS

Executive Summary	4
Section I: General Considerations and Planning Guidelines	
A. Policy Regarding Comprehensive Emergency Management	6
B. Purpose and Objectives of the Plan	7
C. Legal Authority	8
D. Concept of Operations	8
E. Advisory	9
Section II: Risk Reduction	
A. Designation of County Hazard Mitigation Coordinator	10
B. Identification and Analysis of Potential Hazards	12
C. Risk Reduction Policies, Programs and Reports	13
D. Emergency Response Capability Assessment	14
E. Training of Emergency Personnel	14
F. Education and Public Awareness	14
G. Monitoring of Identified Risk Areas	15
Attachment 1 Hazard Analysis Ranking and Ratings	16
Attachment 2 Madison County Drill and Exercise Schedule	18

Section III: **Response**

I. Response Organization and Assignment of Responsibilities	19
A. County Executive Responsibilities, Powers, and Succession	19
B. The Role of the Emergency Manager	19
C. County Emergency Response Organization	20
II. Managing Emergency Response	
A. Incident Command Post and Emergency Operations Center Table 1- ICS Function and Response Activities by Agency	24
B. Notification and Activation	26
C. Assessment and Evaluation	27
D. Declaration of Local State of Emergency and Promulgation Of Local Emergency Orders	27
E. Public Warning and Emergency Information	28
F. Meeting Human Needs	30
G. Restoring Public Services	31
H. Resource Management	31
I. Standard Operating Guides and Other Supporting Plans	31

Section IV: **Recovery**

A. Damage Assessment	33
B. Planning for Recovery	37
C. Reconstruction	38
D. Public Information on Recovery Assistance	39

The following appendixes are on file in the County Emergency Preparedness Office:

Appendix 1 - NIIMS Incident Command System Position Descriptions

Appendix 2 - Standard Operating Guide for the Madison County Emergency Operations Center (EOC).

Appendix 3 - Instructions for Declaring a State of Emergency and Issuing Emergency Orders

Appendix 4 - Madison County Emergency Alert System (EAS)

Appendix 5 - New York State Highway Emergency Task Force Policy and Procedures

MADISON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

EXECUTIVE SUMMARY

INTRODUCTION

This plan results from the recognition on the part of local government and state officials that a comprehensive plan is needed to enhance the County's ability to manage emergency and disaster situations in peacetime or under wartime conditions. The product was prepared by County officials working as a team in a planning process recommended by the New York State Emergency Management Office. This plan constitutes an integral part of a statewide emergency management program and contributes to its effectiveness. Authority to undertake this effort is provided by both Article 2-B of State Executive Law and New York State Defense Emergency Act.

In the past government action was taken primarily when disaster struck. Today, the need for a comprehensive emergency management system at the Local, State, and Federal levels of government, to deal effectively before, during, and after an emergency occurs is apparent. The Plan outlines the actions to be taken by the county to establish such a management capability.

The development of this plan included a systematic investigation and analysis of potential hazards which could affect the county, an assessment of the capabilities existing in the county to deal with potential hazards.

COMPREHENSIVE APPROACH

Dealing with disasters is an ongoing and complex undertaking. Through implementation of risk reduction measures before a disaster or emergency occurs, timely and effective response during an actual occurrence, and provision of both short and long term Recovery assistance after the occurrence of a disaster, lives can be saved and property damage minimized. This process is called Comprehensive Emergency Management to emphasize the interrelationship of activities, functions, and expertise necessary to deal with emergencies. The plan contains three sections to deal separately with each part of this ongoing process.

MANAGEMENT RESPONSIBILITIES

The plan assigns responsibility for emergency management to existing County departments and agencies. The assignments are made within the framework of the present County capability and existing organizational responsibilities. The Madison County Emergency Management Office is designated to provide the centralized coordination of all emergency management activities, including coordination of resources, manpower, and services and the centralized direction of requests for assistance.

Madison County intends to use the Incident Command System (ICS) to respond to emergencies. ICS is a management tool for the command, control, and coordination of resources and personnel in an emergency.

County responsibilities are closely related to the responsibility of the local levels of government within the County (cities, towns and villages) to manage all phases of an emergency. The County has the responsibility to assist the local governments in the event that they have fully committed their resources and are still unable to cope with any disaster. Similarly, New York State is obligated to provide assistance to the County after resources have been fully committed and the County is unable to cope with the disaster.

The plan describes in detail the centralized direction of requests for assistance and the understanding that the governmental jurisdiction most affected by an emergency is required to fully involve itself in the emergency prior to requesting assistance.

Specific emergency management guidance for situations requiring special knowledge, technical expertise, and resources may be addressed in separate annexes attached to the plan. Examples of this type of situation are emergencies resulting from hazardous chemical releases, dam failures, or power outages.

CONCLUSION

The plan is intended to provide a general, all-hazards, management guidance, using existing organizations and lines of authority to allow the County to meet its responsibilities before, during and after an emergency occurs.

MADISON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Section I

GENERAL CONSIDERATIONS AND PLANNING GUIDELINES

A. Policy Regarding Comprehensive Emergency Management

1. A wide variety of emergencies, caused by nature or technology, result in loss of life, property and income, disrupt the normal functions of government, communities and families, and cause human suffering.
2. County government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from emergencies in Madison County.
3. Under authority of Section 23 of the New York State Executive Law, a county is authorized to develop a Comprehensive Emergency Management Plan to prevent, mitigate, respond to and recover from emergencies and disasters. To meet this responsibility, Madison County has developed this Comprehensive Emergency Management Plan.
4. This concept of Comprehensive Emergency Management includes three phases:
 - a) Risk Reduction (Prevention and Mitigation)
 - b) Response
 - c) Recovery
5. Risk Reduction (Prevention and Mitigation):
 - a) Prevention refers to those short or long term activities which eliminate or reduce the number of occurrences of disasters.
 - b) Mitigation refers to all activities which reduce the effects of disasters when they do occur.
 - c) Section II of this Plan, Risk Reduction, describes activities to prevent or minimize the impact of hazards in Madison County.
6. Response
 - a) Response operations may start before the emergency materializes, for example, on receipt of advisories that a flood, blizzard, or ice storm is approaching. This increased readiness response phase may include such pre-impact operations as:

☛ Detecting, monitoring, and assessment of the hazard

- ☛ Alerting and warning of endangered populations
- ☛ Protective actions for the public
- ☛ Allocating/distributing of equipment/resources

- b) Most response activities follow the immediate impact of an emergency. Generally, they are designed to minimize casualties and protect property to the extent possible through emergency assistance. They seek to reduce the probability of secondary damage and speed recovery operations.
- c) Response operations in the affected area are the responsibility of and controlled by the local municipalities, supported by the county emergency operations as appropriate.
- d) If a municipality is unable to adequately respond, County response operations may be asked to assume a leadership role.

7. Recovery

- a) Recovery activities are those following a disaster to restore the community to its pre-emergency state, to correct adverse conditions that may have led to the damage, and to protect and improve the quality of life in the community. It includes risk reduction actions to prevent or mitigate a recurrence of the emergency.

B. Purpose and Objectives of the Plan

1. This Plan sets forth the basic requirements for managing emergencies in Madison County:
2. The objectives of the Plan are:
 - a) To identify, assess and prioritize local and regional vulnerabilities to emergencies or disasters and the resources available to prevent or mitigate, respond to, and recover from them.
 - b) To outline short, medium and long range measures to improve the County's capability to manage hazards.
 - c) To provide that County and local governments will take appropriate actions to prevent or mitigate effects of hazards and be prepared to respond to and recover from them when an emergency or disaster occurs.
 - d) To provide for the efficient utilization of all available resources during an emergency.
 - e) To provide for the utilization and coordination of local government, state and federal programs to assist disaster victims, and to prioritize the response to

the needs of the elderly, disabled, low income, and other groups which may be inordinately affected.

- f) Provide for the utilization and coordination of state and federal programs for recovery from a disaster with attention to the development of mitigation programs.

C. Legal Authority

This Plan, in whole or in part, may rely upon the following laws for the power necessary for its development and implementation.

1. New York State Executive Law, Article 2-B
2. New York State Defense Emergency Act of 1951, as amended
3. Madison County Local Law #1 – Continuity of Government
4. Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974
5. Federal Civil Defense Act of 1950
6. Presidential Reorganization Plan #3 of 1978
7. Federal Superfund Amendments and Reauthorization Act of 1976
8. Federal Response Plan (Presidential Decision Document: PDD-39)

D. Concept of Operations

1. The primary responsibility for responding to emergencies rests with the local governments of towns, villages and cities, and with their Chief Executive.
2. Local governments and the emergency service organizations play an essential role as the first line of defense.
3. Responding to a disaster, local jurisdictions are required to utilize their own facilities, equipment, supplies, personnel and resources first.
4. The local chief executive has the authority to direct and coordinate disaster operations and may delegate this authority to a local coordinator, usually the ranking officer from the local fire department.
5. When local resources are inadequate, the Chief Executive of a town, village or city may obtain assistance from other political subdivisions and the County government.

6. The County Executive may coordinate responses for requests for assistance for the local governments.
7. The County Executive has the authority to direct and coordinate County disaster operations. The County Executive may obtain assistance from other counties or the State when the emergency disaster is beyond the resources of Madison County.
8. The County Board of Supervisors has assigned to the Emergency Management Office the responsibility to coordinate County emergency management activities.
9. Madison County will utilize a variation of the National Interagency Incident Management System (NIIMS) Incident Command System (ICS) to manage all emergencies requiring multi-agency response. Madison County recommends and encourages all local governments in Madison County to utilize ICS.
10. A local request for assistance to the State will be submitted through the Region IV Office of the New York State Emergency Management Office (SEMO) located in Syracuse, New York, and presupposes the utilization and expenditure of personnel and resources at the local level.
11. State assistance is supplemental to local emergency efforts.
12. Direction and control of State risk reduction, response and recovery actions is exercised by New York State Disaster Preparedness Commission (DPC), coordinated by the State Emergency Management Office.
13. Upon the occurrence of an emergency or disaster clearly beyond the management capability and emergency resources of State and local governments, the Governor may find that federal assistance is required and may request assistance from the President by requesting a declaration of a major disaster or emergency.

E. Plan Maintenance and Updating

1. The County Emergency Management Office is responsible for maintaining and updating this Plan.
2. All County departments and agencies are responsible for annual review of their emergency response role and procedures, and provide any changes to the Emergency Manager by February 1 of each year.
3. The Plan should be reviewed and updated annually with revised pages distributed by March 1 of each year.

MADISON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Section II

RISK REDUCTION

A. Designation of County Hazard Mitigation Coordinator

1. The Madison County Highway Superintendent has been designated by the County Executive as the County Hazard Mitigation Coordinator.
2. The County Hazard Mitigation Coordinator is responsible for coordinating County efforts in reducing hazards in Madison County.
3. All County agencies will participate in risk reduction activities with the County Hazard Mitigation Coordinator.
4. The Hazard Mitigation Coordinator will participate as a member of the County Emergency Planning Committee.

B. Identification and Analysis of Potential Hazards

1. The County Emergency Planning Committee will be comprised of:
 - a) Madison County Emergency Manager/Fire Coordinator
 - b) County Hazard Mitigation Coordinator
 - c) Madison County Health Commissioner
 - d) Other members, as designated by the Emergency Manager
2. The County Emergency Planning Committee will:
 - a) identify potential hazards in the County
 - b) determine the probable impact each of those hazards could have on people and property
 - c) delineate the geographic areas affected by potential hazards, plot them on maps, and designate them as hazard areas
3. Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.
4. To comply with (2) and (3) above, hazards that pose a potential threat have been identified and analyzed by the Emergency Planning Committee using the program **HAZNY**, provided by the State Emergency Management Office.

5. This hazard analysis:
 - a) provides a basic method for analyzing and ranking the identified hazards, including identification of geographic areas and populations at risk to specific hazards
 - b) establishes priorities for planning for those hazards receiving a high ranking of significance
 - c) was conducted in accordance with guidance from the New York State Emergency Management Office
 - d) after completion September 2003 was submitted to the Region IV office of SEMO
 - e) is to be reviewed and updated every three years
6. The rating and ranking results of the hazard analysis are found in Attachment 1.
7. The complete Hazard Analysis results, including computerized maps identifying the location of hazard areas, are located in the Madison County Emergency Management Office.

C. Risk Reduction Policies, Programs and Reports

1. County agencies are authorized to:
 - a) promote policies, programs and activities to reduce hazard risks in their area of responsibility
 - b) Examples of the above are:
 - ☛ encourage municipalities to adopt comprehensive community development plans, zoning ordinances, subdivision regulations, and building codes that are cognizant of and take into account significant hazards in the county
 - ☛ promote compliance with and enforcement of existing laws, regulations, and codes that are related to hazard risks, e.g., building and fire codes, flood plain regulations
 - ☛ encourage and assist water and wastewater treatment plants to replace chlorine use with a safer disinfectant
 - ☛ encourage and participate in municipal stream channel maintenance programs

- ☛ encourage state and local DOT's to address dangerous conditions on roads used by hazardous materials carriers.
2. The Madison County Planning Board is responsible for land use management of county owned land and the review of land use management actions throughout the county, including:
 - ☛ authorizing County land use management programs
 - ☛ advising and assisting local governments in the county in developing and adopting comprehensive master plans for community development, zoning ordinances, subdivision regulations and building codes
 - ☛ assisting and advising the Local Planning Boards in the review process of local zoning and subdivision actions
 - ☛ participation in SEQRA review of proposed projects in the County
the County
 3. In all of the above activities, the County Planning Board will take into account the significant hazards in Madison County.
 4. The Madison County Emergency Planning Committee will conduct risk reduction workshops for municipalities to encourage their involvement in the county risk reduction program.
 5. The Madison County Emergency Planning Committee will meet annually to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.
 6. For each hazard reduction action identified, the following information is to included by the Planning Team:
 - a) a description of the action
 - b) a statement on the technical feasibility of the action
 - c) the estimated cost of the action
 - d) the expected benefits of the action and the estimated monetary value of each benefit
 - e) an estimate of the level of community support for the action
 7. This information will be consolidated into a Risk Reduction Report.
 8. The Risk Reduction Report will prioritize and make recommendations concerning the identified actions.

9. The Risk Reduction report will be presented to the County Emergency Management Office for review, revision, and approval or disapproval, bi-annually beginning December, 2003.
10. The Risk Reduction Report will be presented to the County Executive and the County Legislature, via the Public Safety Committee, for consideration and funding.

D. Emergency Response Capability Assessment

1. Periodic assessment of the County's capability to manage the emergencies that could be caused by the hazards identified in the County is a critical part of Risk Reduction.
2. The Emergency Planning Committee will, on a tri-annual basis:
 - a) assess the county's current capability for dealing with those significant hazards that have been identified and analyzed, including but not limited to:
 - ☛ the likely time of onset of the hazard
 - ☛ the impacted communities' preparedness levels
 - ☛ the existence of effective warning systems
 - ☛ the communities' means to respond to anticipated casualties and damage
3. To assist the Planning Committee in its assessment, the County Emergency Manager will conduct table-top exercises based upon specific hazards and hazard areas identified by the Committee.

E. Training of Emergency Personnel

1. The Madison County Emergency Manager, has the responsibility to:
 - a) arrange and provide, with the assistance of the New York State Emergency Management Office, the conduct of training programs for County emergency response personnel, as designated by the County Emergency Manager.
 - b) encourage and support training for city, town and village emergency personnel response personnel, including volunteers
 - c) such training programs will:
 - ☛ include information on the characteristics of hazards and their consequences and the implementation of emergency response actions including protective measures, notification procedures, and available resources
 - ☛ include Incident Command System (ICS) training, focusing on individual

roles

- ☛ conduct meetings as needed, but no less than yearly, with appropriate personnel from county municipal governments concerning disaster interface with county government, including ICS for Executives training.
 - ☛ provide emergency personnel with the variety of skills necessary to help reduce or eliminate hazards and increase their effectiveness to respond to and recover from emergencies of all types
 - ☛ be provided in crisis situations, that requires additional specialized training and refresher training
- d) conduct periodic exercises and drills to evaluate local capabilities and preparedness, including a full scale operational exercise that tests a major portion of the elements and responsibilities in the County Comprehensive Emergency Management Plan, and regular drills to test readiness of warning and communication equipment; see Attachment 2, Madison County Drill and Exercise Schedule- 2003.
- e) consult with the county departments and agencies, in developing training courses and exercises
- f) work with the local response community and education agencies to identify or develop, and implement, training programs specific to mitigation, response, and recovery from the identified hazards.
- g) receive technical guidance on latest techniques from state and federal sources as appropriate and request assistance as needed.
2. All county departments and agencies assigned emergency functions are responsible to develop an in-house training capability in order that departments and agencies further train their employees in their duties and procedures.
3. Volunteers participating in emergency services such as fire and rescue operations, ambulance services, first aid and other emergency medical services, Red Cross, should be trained by these services in accordance with established procedures and standards.

F. Public Education and Awareness

1. The Madison County Emergency Management Office, is responsible for:
- a) providing education on hazards to the young adult and adult public in the county
 - b) making the public aware of existing hazards in their communities
 - c) familiarizing the public with the kind of protective measures the county has developed to respond to any emergency arising from the hazard

2. This education will:
 - a) cover all significant hazards
 - b) be available free of charge
 - c) be provided by the existing school systems in the county through arrangements with the superintendent of schools
3. Federal Emergency Management Agency (FEMA) pamphlets, books and kits dealing with all aspects of emergency management and materials developed by New York State Emergency Management Office and other State departments, as appropriate, will be made available for use in the program.

G. Monitoring of Identified Hazard Areas

1. The County Highway Department will develop, with the necessary assistance of other County departments, the capability to monitor identified hazard areas, in order to detect hazardous situations in their earliest stages.
2. As a hazard's emergence is detected, this information is to be immediately provided to the County Emergency Management Office or the Madison County 9-1-1 Communications Center, as appropriate, and disseminated per protocol.
3. When appropriate, monitoring stations may be established regarding specific hazard areas where individuals responsible to perform the monitoring tasks can be stationed.
4. Monitoring tasks include detecting the hazard potential and taking measurements or observations of the hazard. Examples of such are rising water levels, toxic exposure levels, slope and ground movement, mass gatherings, the formation and breakup of ice jams, shore erosion, dam conditions, and the National Weather Service's Skywarn program.
5. All County hazard monitoring activity will be coordinated with, and make use of where available, local governments, private industry, school districts, utility companies, and volunteer agencies and individuals, as appropriate.

ATTACHMENT I

Madison County Comprehensive Emergency Management Plan Hazard Analysis

The following results are based using the HAZNY program, with data supplied by National Oceanic & Atmospheric Administration, and ESRI Hazards data.

Hazard	Classification	Ranking
Severe Storms	Moderately High	312.2
Transportation Accidents	Moderately High	285.2
Winter Storm	Moderately High	272.2
Fires	Moderately High	265.2
HAZMAT (in Transit)	Moderately High	245.2
Ice Storm	Moderately Low	236.2
Terrorism	Moderately Low	231.2
Flood	Moderately Low	222.8
Utility Failure	Moderately Low	218.5
Water Supply Contamination	Moderately Low	207.8
Tornado	Moderately Low	202.5
Oil Spill	Moderately Low	195.2
HAZMAT (Fixed Site)	Moderately Low	170.8
Ice Jam	Moderately Low	180.5
Infestation	Moderately Low	173.8
Radiological (Fixed Site)	Moderately Low	170.8

Hazard	Classification	Ranking
Extreme Temperatures	Moderately Low	169.8
Epidemic	Moderately Low	164.2
Drought	Moderately Low	164.2
Explosion	Moderately Low	163.8
Wildfire	Low	160.5
Structural Collapse	Low	159.8
Wave Action	Low	159.5
Dam Failure	Low	159.2
Hurricane	Low	158.8
Earthquake	Low	150.5
Radiological (In Transit)	Low	143.2
Air Contamination	Low	123.8
Civil Unrest	Low	111.2
Blight	Low	96.2

Hazard Ranking Legend	
321 to 400	High Hazard
214 to 320	Moderately High Hazard
161 to 240	Moderately Low Hazard
44 to 160	Low Hazard

These results of the Hazard Analysis were reported by the Madison County Emergency Management Office on November 1, 2003

ATTACHMENT 2

**MADISON COUNTY
DRILL AND EXERCISE SCHEDULE
2003**

January

February

March

April

May

June

July

September

October

November

December

MADISON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Section III

RESPONSE

I. Response Organization and Assignment of Responsibilities

A. County Executive Responsibilities, Powers, and Succession

1. The County Executive 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 County Emergency Manager, County Sheriff and the County Attorney, may promulgate emergency orders and waive local laws, ordinances, and regulations (see Appendix 3),
 - 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 to others at the request of other local governments both within and outside Madison County.
2. In the event of the unavailability of the County Executive, the following line of command and succession has been established by County Law to ensure continuity of government and the direction of emergency operations:
 - a) The Vice-Chairman of the County Board of Supervisors will assume the responsibilities of the County Executive until the County Executive is available.

B. The Role of the Emergency Manager

1. The Emergency Manager coordinates County emergency response activities for the County Executive, and recommends to the County Executive 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 Emergency Manager:

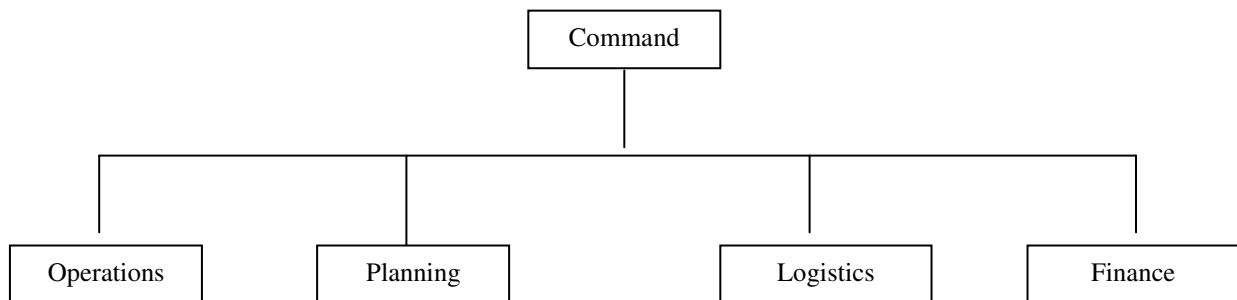
- a) activates the County's response organization and initiates County response activities
- b) notifies and briefs County departments, agencies and other organizations involved in an emergency response
- c) maintains and manages an Emergency Operations Center
- d) facilitates coordination between the County and:
 - ☛ the Incident Commander
 - ☛ towns, cities, and villages in the County
 - ☛ local governments outside the County
 - ☛ the State of New York
 - ☛ private emergency support organizations.

C. The County Emergency Response Organization

1. The Incident Command System (ICS)

- a) Madison 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. See Appendix 1, *Incident Command System Position Descriptions*.
- b) ICS is organized by functions. There are five:
 - ☛ Command
 - ☛ Operations
 - ☛ Planning
 - ☛ Logistics
 - ☛ Finance
- 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. The IC directs emergency operations from an Incident Command Post, the only command post at the emergency scene.

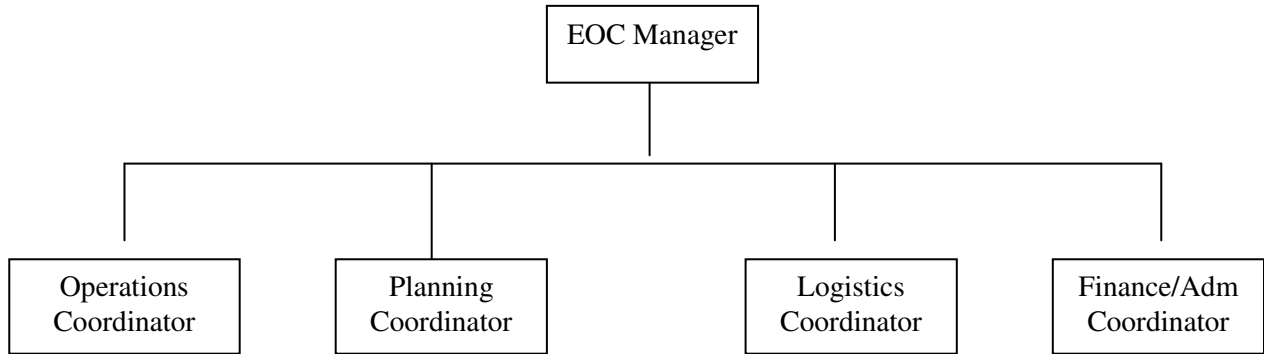
- d) In minor incidents, the five ICS functions may all be managed directly by the IC. Larger incidents usually require that one or more of the functions be set up as separate sections under the IC.
- e) Within the Command function, the IC has additional responsibilities for Safety, Public Information, and Liaison. These activities can be assigned to staff under the IC.
- f) An on-scene ICS with all five functions organized as sections is depicted as:



- g) 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 County Emergency Manager.
- h) 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.
- i) 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.

j) 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.

k) 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 sample ICS functional assignments by agency. Assignments may change as situation dictates or as directed by the EOC Manager.

2. Agency Responsibilities

a) The County shall exercise ultimate responsibility and oversight for emergency response through the Office of Emergency Management and its staff, and shall delegate ICS responsibilities as described in Table 1, or as special circumstance warrants.

II. 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 Commander 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

<u>AGENCY</u>	<u>ICS FUNCTION</u>	<u>RESPONSE ACTIVITIES</u>
Office of County Executive	Command (Agency Administrator)	Ultimate situation responsibility; Declaration of State of Emergency; Promulgation of Emergency Orders
Public Information Office	Communications Aide	Emergency Public Information; Media interface
Emergency Management/ Coordinator Liaison governments and organizations. Fire Suppression and Control; Search & Rescue; HAZMAT	Command, Liaison (EOC Manager)	Activation and Coordination of Fire the EOC, EOC Management, and Coordination with
Sheriff's Department	Operations	Warning, Law Enforcement
Health Dept.	Safety	Disease and Pest Control; Emergency Worker Protection
Public Works Dept.	Operations	Debris Removal and Disposal; Damage Assessment; Sewage Control
911 Center	Operations	Communications; Warning
Social Services	Operations	Human Needs Assessment
Office for Aging	Operations	Human Needs Assessment
Planning Department	Planning	Situation Assessment & Documentation Advance Planning
Mental Health	Operations	Crisis Counseling
District Attorney/Coroner	Operations	Identification and Disposition of Dead
American Red Cross	Operations	Temporary Housing and Shelter; Emergency Feeding and Clothing
County Clerk	Logistics	Supply and Procurement; Information Systems
Human Resources Director	Logistics/ Planning	Human Resources

Purchasing Director

Finance/Administration

Purchasing; Accounting;
Recordkeeping

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 County Office Building #4, Basement Level, Wampsville, New York 13163.
5. If a disaster situation renders the EOC inoperable, an auxiliary EOC may be established at the Wampsville Fireman's Park Building, North Court St., Wampsville, New York, 13163, or at another location designated at the time.
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 EOC Manager.
8. Though organized by ICS function, each agency's 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 Emergency Manager 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 Emergency Manager.
11. Each agency will routinely identify its personnel assigned to the EOC. This identification is to be provided to the Emergency Manager and updated as changes occur, no less than annually.
12. Work areas will be assigned to each agency represented at the EOC.
14. 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
15. EOC space should be maintained in an emergency operating mode by the Emergency Manager at all times. During non-emergency periods, the EOC can be used for meetings, training and conferences.
16. The ICS Planning function is responsible for emergency situation reporting at the EOC and has established procedures and forms to be used.
17. The Emergency Manager maintains a Standard Operating Guide for activating, staffing and managing the EOC. This SOG can be found as Appendix 2 to this section of the plan.

B. Notification and Activation

1. As described in detail in Appendix 1, upon initial notification of an emergency to the County 9-1-1 Communications Center (CC), the CC 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 three County Response Levels according to the scope and magnitude of the incident.
 - a. Response Level 0: Non-emergency situation, facility readiness status maintained through planning sessions, training, drills and exercises.
 - b. Response Level 1: Controlled emergency situation without serious threat to life, health, or property, which requires no assistance beyond initial first responders.
 - c. Response Level 2: 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 3: Full emergency situation with major threat to life, health, or property, involving large population and/or multiple municipalities.

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

Response Level 0: May involve consultation or limited response from Emergency Management Office staff.

Response Level 1; Only the staff of the Emergency Management Office are notified and activated as appropriate, per existing protocols.

Response Level 2; level one staff is activated and augmented by select members of the county response organization as determined by the Emergency Manager.

Response Level 3; full EOC staffing is achieved on the order of the Emergency Manager. 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 2 for further details.

C. Assessment and Evaluation

1. As a result of information provided by the EOC Section Coordinators, the Command Staff 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 3 describes the requirements for proclaiming a State of Emergency and promulgating Emergency Orders.
5. Chief Executives of cities, towns and villages in Madison County have the same authority to proclaim states of emergency and issue emergency orders within their jurisdiction.
6. Whenever a State of Emergency is declared in Madison County or emergency orders issued, such action will be coordinated, to the extent practical, with the affected municipality.
7. 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

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 County EOC:
 - a) Emergency Alert System (EAS) - formerly known as Emergency Broadcast System (EBS), involves the use of the broadcast media including television, radio, and cable TV, to issue emergency warnings. Can be activated by means of a telephone or encoder by select County officials including the Emergency Manager. See Appendix 4, Madison County Emergency Alert System.

- 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. See Appendix 4.
 - c) Stationary Fire Sirens - There are two types of stationary warning sirens in use in Madison County:
 - ☛ Fire sirens - Located at fire stations throughout the County for alerting volunteer firefighters. The sirens can be directly activated, or caused to be activated, from the County.
 - ☛ Special hazard siren(s)- Currently Madison County has 1 Special Hazard Siren, located at the Madison County Public Building, it is activated during an emergency or civil uprising at the county jail facility.
 - 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, when practical and should utilize standardized forms to track the evacuation process.
4. County officials 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. The Command Staff position of Public Information Officer, if established, or its function, 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) check and 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 Emergency Medical/Public Health Group to ensure that health and medical problems are being addressed. This Group will be lead by the County Health Department in concert with the County EMS Coordinator.

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 Branch to perform the tasks associated with (1) above.
- 3. There is an Madison County Human Needs Task Force comprised of representatives from

County and local agencies, volunteer groups and the private sector, whose purpose is to assist in the coordination of the delivery of human services in Madison County, and to advise the County Executive on human needs issues.

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 Infrastructure Group to perform the tasks associated with (1) above.
3. The Operations section may assign a representative to other utility operations centers as appropriate with the consent of the utility.
4. During response operations relating to debris clearance and disposal, Madison County should act in cognizance of and in cooperation with the State Highway Emergency Task. See Appendix 5, New York State Highway Emergency Task Force Policy and Procedures.

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 County Executive during an emergency and can be utilized as necessary.
4. Resources owned by other municipalities in and outside of Madison 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.

Each agency SOG is to be updated at least annually and reviewed at a joint agency planning meeting held each spring. Copies of each SOG are retained by the County Emergency Management Office.

1. The following is a list of functional and hazard specific annexes that support this plan, and are filed in the County Emergency Management Office:

- ☛ HAZMAT Emergency Response Plan
- ☛ Madison County Fire Mutual Aid Plan
- ☛ Madison County EMS Mutual Aid Plan
- ☛ Madison County EMS MCI Plan
- ☛ Red Cross Sheltering Plan

2. The following documents support this portion of the plan and are appended to it:

Appendix 1- NIIMS Incident Command System Position Description.

Appendix 2- Standard Operating Guide for the Madison County Emergency Operations Center (EOC)

Appendix 3 - Instructions for Declaring a State of Emergency and Issuing Emergency Orders

Appendix 4 - Madison County Emergency Alert System

Appendix 5 - New York State Highway Emergency Task Force Policy and Procedures

MADISON COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Section IV

RECOVERY

A. Damage Assessment

1. All local governments (towns, villages, and cities) in Madison County must participate in damage assessment activities.
2. The County Emergency Manager is responsible for:
 - a) Coordinating damage assessment activities in the County during and following an emergency.
 - b) The County Emergency Manager will advise the Chief Executive Officers of affected cities, towns, and villages to maintain similar detailed records of emergency expenditures, and supply them with standard documentation forms.
3. All County departments and agencies, as well as local municipalities in the county, should cooperate fully with the County Emergency Manager in damage assessment activities including:
 - (a) Pre-emergency:
 - ☛ identifying county agencies, personnel, and resources to assist and support damage assessment activities
 - ☛ identifying non-government groups such as non-profit organizations, trade organizations and professional people that could provide damage assessment assistance
 - ☛ fostering agreements between local government and the private sector for technical support
 - ☛ utilizing geographic information systems (GIS) in damage assessment
 - ☛ participate in annual training
 - (b) Emergency:
 - ☛ obtaining and maintaining documents, maps, photos and video tapes of damage
 - ☛ reviewing procedures and forms for reporting damage to higher levels of government
 - ☛ determining if State assistance is required in the damage assessment process

(c) Post-emergency:

- ☛ advise county departments and local municipalities of assessment requirements
 - ☛ selecting personnel to participate in damage assessment survey teams
 - ☛ arranging for training of selected personnel in damage assessment survey techniques
 - ☛ identifying and prioritizing areas to survey damage
 - ☛ assigning survey teams to selected areas
 - ☛ completing damage assessment survey reports and maintaining records of the reports
4. It is essential that, from the outset of emergency response actions, all response agencies keep detailed records of expenditures for:
 - a) labor used
 - b) use of owned equipment
 - c) use of borrowed or rented equipment
 - d) use of materials from existing stock
 - e) contracted services for emergency response
 - f) submitting damage assessment reports to the County Emergency Management Office
 5. Damage assessment will be conducted by county and local government employees, such as Public Works engineers, building inspectors, assessors and members of non-profit organizations, such as the American Red Cross and the Salvation Army. When necessary, non-government personnel from the fields of engineering, construction, insurance, property evaluation and related fields, may supplement the effort.
 6. There will be two types of damage assessment: Infrastructure (damage to public property and the infrastructure); Individual assistance (IA) teams (impact on individuals and families, agriculture, private sector).
 7. County and local Municipalities damage assessment information will be reported to the Emergency Management Office at the EOC.
 8. Personnel from county departments and agencies, assigned damage assessment responsibilities, will remain under the control of their own departments, but will function under the technical supervision of the Damage Assessment Officer during emergency conditions.
 9. All assessment activities in the disaster area will be coordinated with the on-site Incident Commander (when appropriate) and the EOC Manager.
 10. The Director of Emergency Manager, in conjunction with the Damage Assessment Officer, will prepare a Damage Assessment Report which will contain information on
 - ☛ destroyed property
 - ☛ property sustaining major damage

☂ property sustaining minor damage, for the following categories:

a) damage to private property in dollar loss to the extent not covered by insurance:

- ☂ homes
- ☂ businesses
- ☂ industries
- ☂ utilities
- ☂ hospitals, institutions and private schools

b) damage to public property in dollar loss to the extent not covered by insurance:

- ☂ road systems
- ☂ bridges
- ☂ water control facilities such as dikes, levees, channels
- ☂ public buildings, equipment, and vehicles
- ☂ publicly-owned utilities
- ☂ parks and recreational facilities

c) damage to agriculture in dollar loss to the extent not covered by insurance:

- ☂ farm buildings
- ☂ machinery and equipment
- ☂ crop losses
- ☂ livestock

d) cost in dollar value will be calculated for individual assistance in the areas of mass care, housing, and individual family grants

e) community services provided beyond normal needs

f) debris clearance and protective measures taken such as pumping, sandbagging, construction of warning signs and barricades, emergency levees, etc.

g) financing overtime and labor required for emergency operations

SEMO's damage assessment guidance, with appropriate forms, is available from the County Emergency Management Office.

11. The County Executive, through the Emergency Manager, will submit the Damage Assessment Report to the State Emergency Management Office, Region 4 Office. It is required for establishing the eligibility for any State and/or federal assistance.

Forms for collecting this information are contained in SEMO's *Public Assistance Handbook of Policies and Guidelines for Applicants*, obtainable from the County Emergency Management Office.

12. The Emergency Management Office will:

- a) Attend public assistance applicant briefing conducted by Federal and State Emergency officials.
- b) Review SEMO's Public Assistance Handbook of Policies and Guidelines for Applicants.
- c) Obtain from the Damage Assessment Officer maps showing disaster damage locations documented with photographs and video tapes.
- d) Prepare and submit Request for Public Assistance in applying for Federal Disaster Assistance
- e) Assign local representative(s) who will accompany the Federal/State Survey Teams(s).
- f) Follow up with governor's authorized representative and FEMA
- g) Submit Proof of Insurance, if required.
- h) Prepare and submit project listing if small project grant.
- i) Follow eligibility regarding categorical or flexibly funded grant.
- j) Maintain accurate and adequate documentation for costs on each project.
- k) Observe FEMA time limits for project completion.
- l) Request final inspection of completed work or provide appropriate certificates.
- m) Prepare and submit final claim for reimbursement.
- n) Assist in the required state audit.
- o) Consult with governor's authorized representative (GAR) for assistance.
- p) Maintain summary of damage suffered and recovery actions taken.

B. Planning for Recovery

1. Recovery includes community development and redevelopment.
2. Community development is based on a comprehensive community development plan prepared under direction of local planning boards with technical assistance provided by the County Department of Economic Development, Conservation and Planning.
3. Comprehensive community development plans are officially adopted by local government as the official policy for development of the community.

4. Localities with public and political support for land use planning and the corresponding plan implementation tools such as zoning ordinances, subdivision regulations, building codes, etc. have pre-disaster prevention and mitigation capability by applying these methods successfully after disasters.
5. A central focal point of analytical and coordinative planning skills which could obtain the necessary political leadership and backing when needed, is required to coordinate the programs and agencies necessary to bring about a high quality level of recovery and community redevelopment.
6. County Government decides whether the recovery will be managed through existing organizations with planning and coordinative skills or by a recovery task force created exclusively for this purpose.
7. A recovery task force will:
 - a) Direct the recovery with the assistance of county departments and agencies coordinated by the Director of Emergency Management.
 - b) Prepare a local recovery and redevelopment plan, unless deemed unnecessary, pursuant to section 28-a of the State Executive Law.

C. Reconstruction

1. Reconstruction consists of two phases:
 - a) Phase 1-short term reconstruction to return vital life support systems to minimum operating standards;
 - b) Phase 2-long term reconstruction and development which may continue for years after a disaster and will implement the officially adopted plans, policies and programs for redevelopment including risk reduction projects to avoid the conditions and after a disaster and will implement officially adopted plans and policies, including risk reduction projects, to avoid conditions and circumstances that led to the disaster.
2. Long term reconstruction and recovery includes activities such as:
 - a) Scheduling planning for redevelopment
 - b) Analyzing existing State and Federal programs to determine how they may be modified or applied to reconstruction
 - c) Conducting of public meetings and hearings
 - d) Providing temporary housing and facilities
 - e) Public assistance
 - f) Coordinating State/Federal recovery assistance
 - g) Monitoring of reconstruction progress

- h) Preparation of periodic progress reports to be submitted to SEMO
3. Reconstruction operations must conform to existing State/Federal laws and regulations concerning environmental impact.
 4. Reconstruction operations in and around designated historical sites must conform to existing State and FEMA guidelines.
- D. Public Information on Recovery Assistance
1. Public Information Officers are responsible for making arrangements with the broadcast media and press to obtain their cooperation in adequately reporting to the public on:
 - a) What kind of emergency assistance is available to the public.
 - b) Who provides the assistance.
 - c) Who is eligible for assistance.
 - d) What kinds of records are needed to document items which are damaged or destroyed by the disaster.
 - e) What actions to take to apply for assistance.
 - f) Where to apply for assistance.
 2. The following types of assistance may be available:
 - a) Food stamps (regular and/or emergency)
 - b) Temporary housing (rental, mobile home, motel)
 - c) Unemployment assistance and job placement(regular and disaster unemployment)
 - d) Veteran's benefits
 - e) Social Security benefits
 - f) Disaster and emergency loans (Small Business Administration, Farmers Home Administration)
 - g) Tax refund
 - h) Individual and family grants
 - i) Legal assistance
 3. All the above information will be prepared jointly by the federal, State, and County PIOs as appropriate and furnished to the media for reporting to public.

This page intentionally left blank