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Westchester County Comprehensive Emergency Management Plan

Westchester County

Comprehensive Emergency Management Plan

Updated: September 2021

George Latimer
County Executive

RECORD OF CHANGES

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FOREWORD

Note: The County had produced interim updates in February of 2014 in advance of the County's effort to produce a Multi-Jurisdiction, Multi-Hazard Mitigation Plan and revised Hazard Analysis. This version reflects additional interim revisions (October of 2016) developed in cooperation with the Westchester County Disabilities, Access and Functional Needs Emergency Preparedness Advisory Committee.

The County of Westchester, New York covers an area of approximately 450 square miles in the Southeast quadrant of New York State. The County lies directly north of New York City and is bounded on the west by the Hudson River, Long Island Sound, and the State of Connecticut to the east and Putnam County, New York on the north. Consequently, the County is one of the most densely populated and commercially developed areas of the country. County population is nearing one million people. Of that population, over 75% reside in the Southern 30% of the County's land areas.

A combination of factors in Westchester County requires an effective Comprehensive Emergency Management Plan (CEMP or "Plan"). The County is traversed by five major intrastate parkways, four interstate highways, several commuter and freight railways, river and port traffic, and has one of the most active corporate aviation airports in the country. This

infrastructure provides potential for major accidents that would inflict large numbers of casualties and/or may be accompanied by hazardous conditions. There are numerous facilities in the County that contain large quantities of hazardous material that could be released during their normally intended use, transport, fires, or through acts of terrorism. The County's geographic location makes it susceptible to adverse weather of all types. The threat of flooding from meteorological events or dam failures must also be addressed. Additionally, non-location related emergencies (power outages, epidemics, civil unrest, terrorism, fires, etc) are addressed as well.

Combine the existing and continuing possibility of the occurrence of natural and human-caused emergencies, with the vulnerability of Westchester County, and it becomes evident that the County must be prepared to respond to and recover from such emergencies. Such emergencies may create conditions that require support of mass evacuations and mass care operations, as well as coordination of restoration services and recovery assistance. In dealing with these conditions, sustained operations may be required that could require extraordinary measures to manage available resources.

EXECUTIVE SUMMARY

Introduction

This Plan results from the recognition on the part of Westchester County government and New York State officials that a comprehensive plan is needed to enhance this County's ability to manage the range of emergency/disaster situations to which we are exposed. It was prepared by County officials working as a team in a planning process recommended by the New York State Office of Emergency Management (NYSOEM). 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 the New York State Defense Emergency Act.

The development process of this Plan included an analysis of potential hazards that could affect the County and an assessment of the capabilities existing in the County to manage potential hazards.

Comprehensive Approach

Preparing for and responding to disasters is an ongoing and complex undertaking. Through implementation of Risk Reduction measures before a disaster or emergency occurs; Preparedness efforts to include planning, training and exercises; 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.

This comprehensive plan is organized according to the recognized methodology of emergency management. It is organized according to the necessary “all hazard” response functions needed to respond to any disaster. Accordingly, this plan addresses the four basic principles which include: mitigation, preparedness, response, and recovery operations.

In addition to the Westchester County CEMP, there are numerous supporting documents, including Annexes and Attachments:

- Annexes: Annexes support this plan as self-contained specific operational or incident specific plans.
- Appendices, Procedures and Guidelines: These attachments are detailed operational checklists, job action sheets, etc. that directly support this plan.

Management Responsibilities

County departments' and agencies' emergency management responsibilities are outlined in this plan. Assignments are made within the framework of the present County capability and existing organizational responsibilities. The Westchester County Office of Emergency Management has been designated to coordinate all emergency management activities for Westchester County government.

Westchester County uses the National Incident Management System (NIMS) to respond to emergencies in accordance with Homeland Security Presidential Directive-5 (HSPD-5, Appendix IV), the NYS Governor's Executive Order No. 26 and Westchester County Board of Legislature NIMS Adoption Resolution. As directed by the Department of Homeland Security and the State of New York, NIMS is the preferred emergency management tool for the command, control, and coordination of resources and personnel in an emergency. Westchester County has adopted NIMS as the guiding document to meet federal guidelines for domestic incident management.

County responsibilities are closely related to the responsibility of the local levels of government within the County to manage all phases of an emergency. The County has the responsibility to assist the local governments and major enterprises in the event that they have fully committed their resources and require additional assistance. Similarly, New York State is obligated to provide assistance to the County after resources have been fully committed and the County requires additional resources.

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 these situations include, but are not limited to:

- Hazardous chemical releases
- Dam failures
- Severe weather events
- Transportation accidents
- Indian Point emergencies

The Plan provides general, all-hazards management guidance, using existing organizations, to allow the County to meet its responsibilities before, during and after an emergency/disaster.

SECTION I: GENERAL CONSIDERATIONS

A. Comprehensive Emergency Management Planning Guidelines & Assumptions

A wide variety of emergencies, caused by nature or technology may result in loss of life, property and income; disrupt the normal functions of government, communities and families; and cause human suffering.

New York State subscribes to a "home rule" form of government. "Home rule is a system of government where the smallest individual administrative divisions of a state (for example, villages, towns and counties) have statutory authority to exercise the powers of governance within their own administrative areas… Ultimately, the chief elected officials in each one of these political sub-divisions have total control and responsibility for governing within the established boundaries." (RCPT, Logistics Capstone, 2012).

The home rule form of governance extends to the provision of emergency preparedness, planning, response, recovery and mitigation. The County encourages municipalities to prepare for emergencies by assessing potential resource needs, taking steps needed to meet those needs prior to a disaster, and to continually maintain that local capability. Local Chief Elected Officials have a responsibility to provide for the safety of the public within their jurisdiction.

Westchester County government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from emergencies in Westchester County. Pursuant to 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, Westchester County has developed this Plan.

Westchester County embraces the Federal Emergency Management Agency's "Whole Community" planning framework, which emphasizes the value in understanding and meeting the actual needs of the whole community, including people with disabilities and others with access and functional needs; engaging and empowering all parts of the community; and strengthening what works well in communities. The benefits of this framework include a shared understanding of community needs and capabilities; greater empowerment and inclusion of resources from across the community; establishment of relationships that facilitate more effective mitigation, response, and recovery activities; increased individual and collective preparedness; and greater resiliency.

1. This CEMP is based on several assumptions concerning the likelihood of an emergency requiring extensive and coordinated response. These assumptions include:
    a. Local jurisdictions are usually the first responders and will assume command until additional assistance is necessitated (Note: there are some

cases, namely on County property, public health events and radiological emergencies, where the County may assume the lead).

b. All emergencies have the potential for significant impact on the population and to escalate rapidly.
c. A local jurisdiction's or major institution's resources to respond to an emergency may be exceeded or overextended.
d. An emergency is defined as an exceptional condition or crisis requiring immediate action which is within the scope and capability of the local jurisdiction's or institution's first responders to handle adequately.
e. A disaster is defined as an exceptional condition or crisis requiring immediate action which exceeds and overwhelms the local jurisdiction's/institution's capabilities.
f. Local municipal resources supplemented by Westchester County and institutional resources provide the ability to effectively manage and resolve most emergencies.
g. Flexibility is deliberately designed into this CEMP to provide the latitude for managing a varied range of emergencies. This is not inconsistent with local jurisdiction's emergency plans within the County.
h. For maximum effectiveness, this CEMP shall be continuously updated, revised, and exercised based on government reorganizations, new strategies, technological developments, resource changes, developments in the world/local socio-political body, and/or simply the passage of time.

2. Generally accepted principles of Comprehensive Emergency Management include the following four phases:
    a. Risk Reduction (Prevention and Mitigation):
        i. Mitigation refers to those short or long-term activities that result in the reduction or elimination of losses.
        ii. Section II of this Plan describes Risk Reduction activities to prevent or minimize the impact of hazards in Westchester County.
    b. Preparedness
        i. Preparedness activities include ongoing program elements that enable County emergency responders to effectively implement plans and procedures.
        ii. Activities include:
            1. Training programs for emergency responders.
            2. Exercises to validate capabilities and continuously improve plans.
            3. Incorporate lessons learned and improvement planning.
    c. Response
        i. 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:

1. Detecting, monitoring, and assessment of the hazard
2. Alerting and warning of endangered populations
3. Protective actions for the public
4. Allocating/distributing of equipment/resources

ii. 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 such as coordination of services, and mission support and processing upon request.

iii. Response operations in the affected area are the responsibility of and controlled by the local municipalities, and upon request for assistance, may be supported as appropriate.

iv. If the County's capabilities to respond are exceeded or expected to be exceeded, resource assistance may be requested from state and federal authorities.

d. Recovery

i. 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.

Westchester County and its emergency response community are aware of and sensitive to the needs of people with disabilities before, during, and after an emergency or disaster. In its critical role of effectively coordinating the emergency services of local jurisdictions, Westchester County is committed to emphasizing the inclusion of persons with disabilities in emergency preparedness. To assist in developing accessible and inclusive emergency plans, the County assembled the Disabilities, Access and Functional Needs Emergency Preparedness Advisory Committee. This committee includes County human needs and services related departments, advocates and service providers, as well as people with disabilities and others with access and functional needs. This partnership between the community and the County allows for an exchange of information and ideas to improve emergency preparedness for people with disabilities through planning, training and exercise.

3. Emergency Support Functions

a. The federal government uses Emergency Support Functions (ESFs) to provide structure for coordinating Federal interagency support for a Federal response to an incident. ESFs are mechanisms for grouping functions most frequently used to provide Federal support to States and Federal-to-Federal support. (For example, "ESF 1" includes Transportation-related agencies and activities.) Although the

County, and specifically this Plan, is not structured according to the ESF format, County plans will attempt to cross-annotate with ESF references where practical.

B. Purpose and Objectives of the Plan

1. The purpose of this Plan shall be to "…minimize the effect of disasters by: (i) identifying appropriate local measures to prevent disasters, (ii) developing mechanisms to cooridnate the use of local resources and personnel for service during and after disasters and the delivery of services to aid citizens and reduce human suffering resulting from disasters, and (iii) providing for recovery and redevelopment after disasters." (NYS Executive Law Article 2B)
2. The objective of this Plan is to define the processes for the centralized coordination of resources, personnel and services and the direction of requests for assistance and provide for the utilization of existing organizations and lines of authority.

C. Legal Authority

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

1. Robert T. Stafford Federal Disaster Relief and Emergency Assistance Act
2. Homeland Security Act of 2002
3. Homeland Security Presidential directives
4. New York State Executive Law, Article 2-B
5. New York State Defense Emergency Act, as amended
6. New York State Governor directives
7. Westchester County Charter
8. Westchester County Executive Orders

D. Response Operations Overview

1. The primary responsibility for responding to most emergencies rests with the local government chief elected officials. Possible exeptions may include events occurring on County property, and Public Health and Radiological emergencies.
2. Local government and the emergency service organizations play an essential role as the first line of defense.
3. When responding to a disaster, local jurisdictions are required to utilize their own facilities, equipment, supplies, personnel and resources first.
4. The local chief elected official has the authority to direct and coordinate disaster operations and may delegate this authority to a local coordinator.

5. When local resources are inadequate, the chief elected official of a town, village or city may obtain assistance from other political subdivisions and the County government.
6. The County Executive may coordinate the County's response to requests for assistance from the local governments.
7. The County Executive has the authority to direct and coordinate County disaster operations.
8. The County Executive may obtain assistance from other counties or the State when the emergency disaster exceeds the resources of Westchester County.
9. Westchester County will utilize the National Incident Management System (NIMS) to manage all emergencies requiring multi-agency response. (See Westchester County Executive Order 5-2005.) Westchester County recommends and encourages all local governments in Westchester County to utilize the Incident Command System (ICS).
10. A request for assistance to the State will be submitted through the NYSOEM Region II Office located in Poughkeepsie, New York, and presupposes the utilization of all personnel and resources at the local level.
11. State assistance is supplemental to local emergency efforts.
12. New York State Disaster Preparedness Commission (DPC) coordinated by NYSOEM, exercises direction and control of State risk reduction, response and recovery actions.
13. When an emergency or disaster exceeds the capabilities of a local jurisdiction, the Governor may request federal assistance by asking the President for a Major Presidential Declaration.

SECTION II: RISK REDUCTION

A. Designation of County Hazard Mitigation Coordinator

1. The Commissioner of the Department of Emergency Services has designated a County Hazard Mitigation Coordinator from within OEM.
2. The County Hazard Mitigation Coordinator acts as a resource for Local and County-level efforts in reducing hazards in Westchester County.
3. The County Hazard Mitigation Coordinator maintains the "Westchester County Hazard Mitigation Plan for County Owned Properties and Infrastructure".

B. Identification and Analysis of Potential Hazards

1. The County Hazard Mitigation Coordinator will:
    a. Assist in the identification of potential hazards in the County;
    b. Assist in the determination of the probable impact each of those hazards could have on people and property;
    c. Assist in the delineation of the geographic areas affected by potential hazards, plot them on maps, and designate them as hazard areas;
2. Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.
3. To comply with Section II, B (1) and (2) above, hazards that pose a potential threat have been identified using the NYS hazard and vulnerability assessment program provided by NYSOEM. The results of the hazard analysis are found in figure 2-1. The hazard analysis:
    a. Provides a basic method for analyzing and ranking the identified hazards
    b. Includes identification of geographic areas and populations at risk to specific hazards
    c. Establishes priorities for planning for those hazards receiving a high ranking of significance
    d. Is conducted in accordance with guidance from NYSOEM
    e. Is to be reviewed and updated as needed

C. Risk Reduction

1. The Westchester County Office of Emergency Management, through the designated Hazard Mitigation Coordinator is authorized to:
    a. Promote policies, programs and activities for County departments to reduce hazard risks in their area of responsibility;
    b. Encourage local municipalities to participate in the development of multi-jurisdiction, multi-hazard mitigation plans, and to develop cost-efficient projects to mitigate hazards in the community.
    c. Work cooperatively with the private sector to assist the County and local governments in the development of a hazard mitigation plan, pursuit of hazard mitigation grant funding, and the implementation of hazard mitigation projects and programs.
2. The Westchester County Planning Department is responsible for advising and assisting County departments and municipal governments with development of land use policies and programs as well as reviewing land use actions throughout the County, e.g.:
    a. Advising and assisting local governments in the County in developing and adopting comprehensive master plans for community development, zoning ordinances, and subdivision regulations;
    b. Assisting and advising local planning boards in the review process of local zoning and subdivision actions as provided for in the Westchester County Administrative Code;
    c. Overseeing State Environmental Quality Review Act (SEQRA) review of proposed projects in the County;
    d. Advising and assisting County departments in developing and reviewing comprehensive plans for facilities.

D. Emergency Response Capability Assessment

1. Periodic assessment of the County's response capabilities for managing emergencies that is inclusive of the whole community, including people with disabilities and other access and functional needs, is a critical part of risk reduction.
2. The County will periodically:
    a. Assess the County's current capability for dealing with those significant hazards that have been identified and analyzed, e.g.:
        i. The impacted communities' preparedness levels
        ii. The existence of effective warning systems

iii. The communities' means to respond to anticipated casualties and damage

3. OEM will conduct tabletop exercises based upon specific hazards.
4. OEM will identify emergency response shortfalls and make recommendations for implementing corrective actions to the Commissioner of the Department of Emergency Services (DES).

E. Monitoring of Identified Hazard Areas

1. The County will coordinate with municipalities and local emergency services to develop the capability to monitor identified hazard areas in order to detect hazardous situations in their earliest stages. This capability will be developed over time and will link with ongoing hazard mitigation planning and programs.
2. All County hazard monitoring activity will be coordinated with local governments, private industry, school districts, utility companies, and volunteer agencies and individuals, as appropriate.

Hazard Analysis (HAZNY)

The County, using HAZNY (the Hazards New York software program), conducted a hazard analysis in (2005). HAZNY is an automated hazard analysis program. HAZNY asks questions concerning hazards that a community faces and, based upon responses, rates and ranks each hazard. It includes guidance on organizing a team approach in conducting the hazard analysis.

Figure 1

	SCORE	CLASSIFICATION
Terrorism	400	High Hazard
Hazmat (Fixed Site)	388	High Hazard
Hazmat (In Transit)	366.5	High Hazard
Fire	366.5	High Hazard
Explosion	330.5	High Hazard
Structural Collapse	324.5	High Hazard
Severe Storm	322.8	High Hazard
Flood	316.8	Moderately High Hazard
IT Attack/Collapse	292	Moderately High Hazard
Oil Spill	287.2	Moderately High Hazard
Extreme Temps	278.2	Moderately High Hazard
Hurricane	273.8	Moderately High Hazard
Dam Failure	271.0	Moderately High Hazard
Terrorist Attack - Biological Agent	267.0	Moderately High Hazard
Water Supply Contamination	265.5	Moderately High Hazard
Wildfire	264.8	Moderately High Hazard
Ice Storm	263.8	Moderately High Hazard
Epidemic	260.8	Moderately High Hazard
Radiological (In Transit)	255.5	Moderately High Hazard
Earthquake	252.5	Moderately High Hazard
Utility Failure	251.8	Moderately High Hazard
Trans Accident	250.8	Moderately High Hazard
Tornado	250.8	Moderately High Hazard
Radiological – (Fixed Site)	242.2	Moderately High Hazard
Winter Storm (Severe)	233.5	Moderately Low Hazard
Landslide	222.8	Moderately Low Hazard
Ice Jam	221.2	Moderately Low Hazard
Drought	215.2	Moderately Low Hazard
Civil Unrest	204.8	Moderately Low Hazard
Air Contamination	202.5	Moderately Low Hazard
Fuel Shortage	195.8	Moderately Low Hazard
Infestation	157.2	Low Hazard
Food Shortage	125.8	Low Hazard
Blight	112.2	Low Hazard

SECTION III – PREPAREDNESS

A. Training of Emergency Personnel

1. All County departments are encouraged to:
    a. Develop training programs for their employees in department-specific responsibilities and assigned emergency functions including disability awareness training and resources.
    b. Conduct periodic exercises and drills to evaluate capabilities and preparedness activities.
2. The County DES will provide oversight to:
    a. Arrange, provide and conduct training programs for County emergency response personnel;
    b. Encourage and support training for local municipal emergency personnel;
    c. Consult with the County departments and agencies in developing training courses and exercises;
    d. Work with local responders and education agencies to develop, and implement, training programs specific to mitigation, response, and recovery from the identified hazards.
    e. Conduct and facilitate training and exercises related to these plans in ways that address the provision of services to people with disabilities and access and functional needs, and the public, private and voluntary entities that serve them meaningfully in design, role play, and evaluation of training and exercises.
3. The County OEM may provide additional training to ensure these organizations can successfully integrate their response functions with first responders and other county operations, such as the Emergency Operations Center (EOC). Fire, police, Emergency Medical Service (EMS) and Volunteer Organizations Active in Disaster (VOAD) should be trained in accordance with their internal operating procedures.

B. Emergency Preparedness and Public Education

1. The OEM, supported by all County departments, has overall responsibility for:
    a. Providing education on emergency preparedness to the citizen, visitor and commuter populations of the County including education about assisting people with disabilities and other access and functional needs during disasters.
    b. Making the public aware of existing hazards in their communities
    c. Familiarizing the public with protective measures

2. Pamphlets, books and kits dealing with all aspects of emergency preparedness will be made available to the public.

C. Plan Maintenance and Updating

1. OEM is responsible for maintaining and updating this Plan.
2. County departments and agencies are responsible for providing OEM with a copy of their emergency preparedness plans and procedures.
3. County departments and agencies are responsible for review of their emergency response role and procedures, and will provide any changes to OEM as required.
4. This Plan should be reviewed and updated as needed. Revisions shall be distributed to all County departments.
5. The CEMP shall be submitted to NYSOEM upon revision.

D. Equipment and Facility Maintenance

Each County department shall maintain an inventory of all equipment and facilities to ensure operational readiness. Preparedness activities shall include:

1. Maintaining up-to-date inventories of resources that may be needed in the event of an emergency.
2. Providing for periodical testing of instruments, equipment, warning systems and communications.
3. Obtaining and maintaining supplies necessary to implement department: plans, policies, and procedures.

SECTION IV – RESPONSE

A. Response Organization and Assignment of Responsibilities

1. County Executive Responsibilities, Powers, and Succession
    a. The County Executive is ultimately responsible for County emergency response activities and:
        i. May assume personal oversight of the County emergency response organizations.
        ii. Controls the use of all County-owned resources and facilities for disaster response.
        iii. May declare a local State of Emergency and promulgate emergency orders and waive local laws, ordinances, and regulations.
        iv. May request assistance from other counties and the State when it appears that the incident will escalate beyond the capability of County resources.
        v. May provide assistance to others at the request of other local governments both within and outside Westchester County.
    b. Should the County Executive be unavailable, the following line of succession has been established by County Law to ensure continuity of government and the direction of emergency operations:
        i. The Deputy County Executive will assume the responsibilities of the County Executive until the County Executive is available.
        ii. In the absence of both, a designated "acting County Executive" may assume these responsiblities,
2. The Role of the OEM
    a. OEM coordinates County emergency response activities on behalf of the County Executive and to use additional executive power to respond effectively to the emergency and will:
        i. Activate the County's response organization and initiate County response activities
        ii. Notify and brief County departments, agencies and other organizations involved in an emergency response
        iii. Maintain and manage the Emergency Operations Center (EOC)
        iv. Facilitate coordination between the County and:
            - Local Incident Commander
            - Towns, cities, and villages in the County

- Local governments outside the County
- The State of New York
- Non-governmental Organizations
- Federal agencies
- Educational organizations
- Private Sector

3. The National Incident Management System (NIMS)
    a. Westchester County uses the Incident Command System (ICS), as required by the National Incident Management System (NIMS) for emergency response.
    b. Under ICS, an Incident Commander (IC), usually staffed by a representative of a local emergency service has the overall responsibility for the effective 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 a single Incident Command Post, at or near the scene of an emergency.

B. Emergency Operations Center

The EOC provides a location for the centralized coordination of County and private activities from a secure location in response to natural or human caused disasters in accordance with the organizational chart (Figure 2).

1. County agencies and other organizations represented at the EOC are organized under the direction of the EOC Manager.
2. Each department's or agency's senior representative at the EOC will be responsible for directing or coordinating the department's or agency's resources.
3. 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.
4. If required, the EOC will be staffed to operate continuously on a twenty-four hour a day basis. Designation of the start time and duration of operational periods will be established as conditions warrant by the EOC manager. Each EOC agency is responsible for ensuring their respective staffing is capable of 24-hour operations.
5. In the event that the primary EOC is unavailable, an auxiliary EOC will be designated and identified to all EOC Responders.
6. Internal security at the EOC during activation will be coordinated by the Department of Public Safety in coordination with the New York State Police (NYSP) at the Hudson Valley Transportation Management Center (HVTMC).

7. All persons entering the EOC will be required to present agency credentials and additional photo ID if necessary and sign in at the EOC reception desk.
8. All EOC responders shall display their credentials at all times while in the EOC.
9. Each agency shall identify a list of personnel available for assignment to the EOC. This list will be maintained and updated by each department or agency providing representation to the EOC. Each agency will forward a revised list to OEM as changes occur. At a minimum, a new list will be provided to OEM annually.
10. OEM maintains a Standard Operating Guideline (SOG) for activating, staffing and managing the EOC. This SOG can be found as an annex to this section of the plan.
11. The County's EOC is organized in a tiered, NIMS compliant structure which includes Sections the following sections:
    a. Operations
    b. Planning
    c. Logistics
    d. Finance/Administration

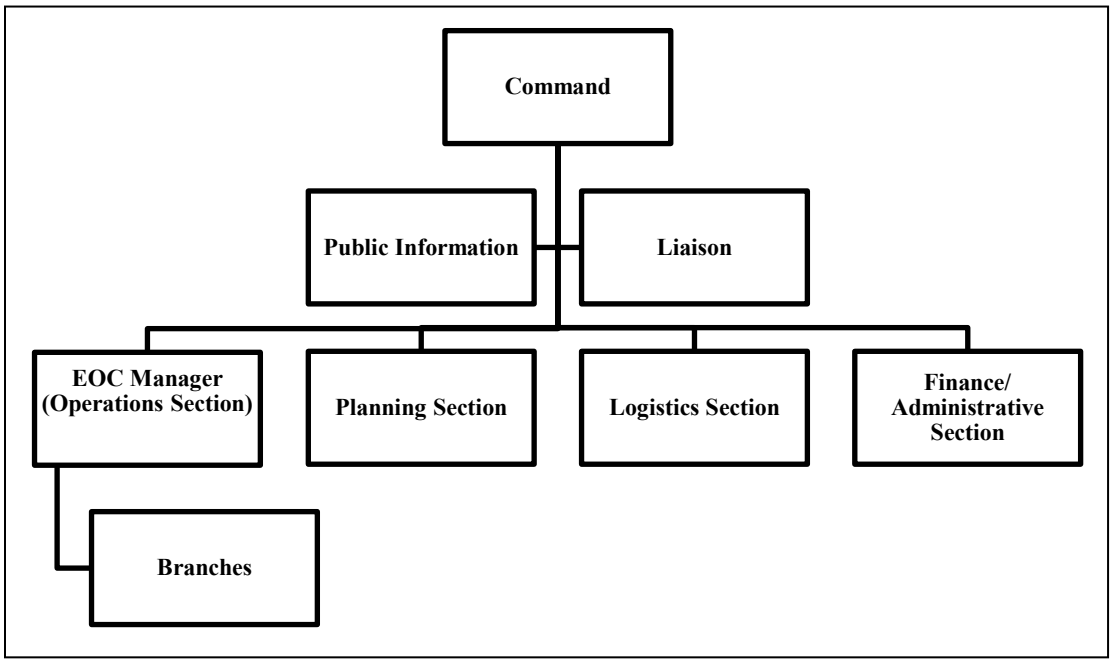

Figure 2

12. Further more, County departments will be assigned to a Branch to assist in maintaining a proper span of control. Each Branch will have a Branch Director who is responsible for all activities of the Branch. Each County department is responsible for assigning agency representatives to the EOC. These agency representatives will be the liaison between the EOC and their respective department's headquarters.

Branch Directors report directly to the EOC Manager who has responsibility for coordinating the response of all departments and agencies represented in the EOC. The EOC Manager takes direction from the Command Group led by the County Executive or his/her designee. The Command Group has overall control and responsibility for Westchester County government's response. The following Branches will be staffed by representatives of County government as well as non-county agencies:

a. Human Needs Branch

The Human Needs Branch facilitates requests for humanitarian assistance, and coordination of engaged mass care, emergency assistance, temporary housing and human services agencies when the needs of disaster survivors exceed local government capabilities. This Branch, led by the County Department of Social Services, interfaces with local, state, and federal governmental, and non-governmental organizations who provide mass care, emergency assistance, temporary housing, and human services and makes referrals for identified needed services to appropriate collaborating organizations. (Emergency Support Function #6).

b. Infrastructure Branch

The Infrastructure Branch is responsible for ascertaining the emergency's effect on the infrastructure and the resultant impact on public services, and coordinates and organizes county resources to facilitate engineering and public works related technical assistance for the emergency repair of damaged public infrastructure and critical facilities.This Branch, led by the Department of Public Works and Transportation, interfaces with local, state, and federal governmental organization who provide public works and engineering services (Emergency Support Function #3)..

c. Public Health Branch

The Public Health Branch coordinates county public health and healthcare system functions to reduce health and medical effects on the community as a result of a disaster. This Branch, led by the County Department of Health (DOH), interfaces with local, state, and federal governmental, and non-governmental organizations who provide public health and medical services (Emergency Support Function # 8)..

d. Public Safety Branch

The Public Safety Branch coordinates county public safety, security, and emergency services assistance to local communities overwhelmed by the effects of a disaster. This Branch, led by the Department of Public Safety, interfaces with local, state, and federal

governmental, and non-governmental organizations who provide public safety, security, and emergency services (Emergency Support Functions #4, #8, #9, #10, #13).

e. Transportation Branch

The Transportation Branch supports the coordination of transportation systems and infrastructure during disasters. This Branch, led by the Department of Public Works and Transportation, interfaces with local, state, and federal governmental, and non-governmental organizations who provide transportation services (Emergency Support Function #1).

f. Utilities Branch

The Utilities Branch is responsible for ascertaining the emergency's effect on the utility infrastructure and impact on utility services and provides coordination support and technical assistance during disasters. The Utilities Branch, led by the Department of Information Technology, interfaces with local, state, and federal governmental and non-governmental organizations who are directly involved with energy systems (Emergency Support Function #12).

C. Notification and Activation

1. When activating the EOC, the Emergency Notification System (ENS) may be used to notify agency points of contacts.
2. Upon failure of the ENS system, OEM will contact agency points of contact.
3. Emergencies affecting Westchester County may result in a partial or full activation of the EOC. In the event of a partial activation, OEM will notify EOC agency points of contact from required departments.
4. In the event of a no-notice catastrophic event, that renders standard forms of communication inoperable, each department or agency that has a role at the EOC shall have policies and procedures in place to ensure that one or more representitives automatically respond to the EOC.

D. Local State of Emergency

1. In anticipation of, or in response to an actual emergency in which public safety is imperiled, the County Executive may declare a State of Emergency pursuant to New York State Executive Law Section 24, Article 2-B.
2. The declaration authorizes the County Executive to manage the emergency situation with the full executive powers of County government.
3. Emergency Orders may be issued directing, among other things:

a. The establishment of a curfew and the prohibition and control of pedestrian and vehicular traffic, except essential emergency vehicles and personnel;

b. The designation of specific zones within which the occupancy and use of buildings and the ingress and egress of vehicles and persons may be prohibited or regulated;

c. The regulation and closing of places of amusement and assembly;

d. The suspension or limitation of the sale, dispensing, use or transportation of alcoholic beverages, firearms, explosives, and flammable materials and liquids;

e. The prohibition and control of the presence of persons on public streets and places; or

f. The establishment or designation of emergency shelters and/or emergency medical shelters.

4. Chief Executives of cities, towns and villages in Westchester County have similar authority to declare states of emergency and issue emergency orders within their jurisdiction.

5. Whenever the County declares a State of Emergency or issues Emergency Orders, such action should be coordinated with the affected municipalities.

E. Public Warning and Emergency Information

1. Timely, reliable, and effective methods to warn and inform the public of protective actions exist amongst local, county, state, and federal governments. In all public warnings, a collaborative, multifaceted, and redundant delivery process should be used to reach the whole community.

2. Information and warnings to the whole community, including people with disabilities and other access and functional needs, that a threatening condition is imminent or exists can be accomplished through the use of the following technologies:

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 and Tone Alert Radios to issue emergency warnings. The EAS can be activated by means of a telephone or encoder by select County officials including the Office of Emergency Management. See Annex VIII.

b. NOAA Weather Radio (NWR) – is the "Voice of the National Weather Service" providing continuous 24-hour radio broadcasts of the latest All Hazards weather information including severe weather warnings directly from the National Weather Service.

c. Westchester County maintains a reverse, automated telephone callout system. The system has the capability to place calls to phones in a user-specified geographical area within the County. Certain local municipalities in the County either maintain or contract for similar services.

d. NY-ALERT – is the New York State All-Hazards Alert and Notification web-based system. NY-ALERT increases the efficacy of information delivery to the widest possible audience through the following gateways: Blast faxes; Email; Text Message or SMS via cell phones and pagers; Postings to the NY-ALERT website; Dial-out recorded messages; and Desktop Alerter.

e. Sirens are located in the ten-mile area around Indian Point. Their purpose is to alert nearby residents to tune to local radio and television stations for important emergency information. *The sirens are used only during Radiological Emergencies associated with Indian Point*.

3. County officials advocate that institutions such as schools, hospitals, nursing homes, major industries and places of public assembly, obtain and use tone-activated receivers/monitors with the capability to receive NOAA Weather Radio (NWR).

4. For incidents within the auspices of county government, or upon request from and in conjunction with local Incident Command, the County Public Information Officer may coordinate the following:

   a. Establish and manage a Joint Information Center (JIC) where official announcements will be made to respond to inquiries from the news media.

   b. Authenticate all sources of information, verify accuracy of information and control the spread of rumors.

   c. Provide essential information and instructions including the appropriate protective actions to be taken by the public.

   d. Coordinate the release of all public information with the key departments and agencies involved both at the EOC and on-scene.

   e. Arrange and approve interviews with emergency personnel.

   f. Arrange any media tours of emergency sites.

   g. The JIC may be established at the HVTMC or at any location where information flow can be maintained, without interfering with emergency operations.

   h. In a situation where the County takes the lead as contemplated in the CEMP (e.g. public health events, radiological emergencies) and shelter sites are necessary, at the time of activation, coordinate with Red Cross on which shelter sites are accessible to people with disabilities and publicize which are identified as such.

F. Communications

1. The County relies upon the latest technologies such as land-based telephone lines (both dedicated and commercial), voice-over-internet protocol telephones (VoIP), wireless telephones, satellite telephones, two-way radios, video relay services, and WCAG 2.0 AA compliant electronic communication via computers to facilitate communications during emergencies. Depending on the type and scope of the emergency situation, incident related information may be communicated by the following mechanisms:

    a. The County Emergency Communications Center ("ECC") (60-Control) serves as the County's Warning Point and provides primary dispatch of fire & emergency medical services for participating fire departments and EMS agencies in Westchester County and mutual aid for all County fire and EMS departments.

    b. The County Emergency Operations Center (EOC) has a radio communications system capable ofcommunicating with the state, other counties and local emergency services.

    c. The Department of Public Safety dispatches the County Departments of Public Safety, Probation and Correction.

        a. The radio system includes communications links to the County Correction's facilities.

        b. The public safety "hot line" system facilitates simultaneous communications links with:

            i. All municipal police agencies

            ii. New York State Police

            iii. Selected neighboring jurisdictions

            iv. Courts and the District Attorney's Office

    d. RACES (Radio Amateur Civil Emergency Service) is a volunteer organization of ham radio operators. RACES is used to assist with communications among organizations and locations in the field, including field teams, schools, the American Red Cross, and hospitals.

    e. Westchester County has a Mobile Field Communications Unit. This unit is equipped with mobile command communications capabilities similar to 60-Control, and allows for the integration of local emergency frequencies at the scene of an emergency utilizing interoperability equipment. The unit is also equipped with RACES radio equipment and staffed in part by RACES volunteers.

f. The County Warning Point and EOC have the capability to maintain telephone and radio communication with the New York State Warning Point in Albany.

G. Special Response Teams

1. Westchester County has established and supports the following special response teams that may be requested by local jurisdictions to enhance operational and technical abilities when emergency incidents expand beyond the scope of local capabilities.

   a. Westchester County Hazardous Materials Response Team (HMRT): the County HMRT may respond to scenes that involve hazardous materials. The team consists of firefighters, EMS and industry personnel all extensively trained and equipped to respond to the threat and/or deployment of nuclear, chemical or biological weapons of mass destruction. The HMRT, in cooperation with local fire, police and EMS agencies, develops community practice drills to improve readiness and response to hazardous material emergencies.

   b. Westchester County Technical Rescue Team (TRT): the County Technical Rescue Team (TRT) assists emergency response agencies in complicated rescue emergencies in Westchester County. The team includes firefighters, EMS and industry personnel who routinely train as a unit. The TRT provides equipment, apparatus, highly trained personnel and logistical support to local municipalities when requested.

   c. Westchester County Medical Reserve Corps (MRC): the Westchester County Department of Emergency Services, in close cooperation with the Westchester County Health Department manages and maintains the Westchester Medical Reserve Corps (MRC) Program. Westchester Medical Reserve Corps members work with county public health and emergency services professionals to support the needs of Westchester County residents during public health emergencies and other disasters. The MRC may be used to fill a Mission/Resource Request received from a municipality. The Westchester MRC is a group of volunteers – some are credentialed physicians, nurses or allied professionals – working, retired or in training – while others have organizational, office or other valuable skills. These skill sets may be leveraged in emergency and non-emergency situations

H. Standard Operating Guidelines, Procedures and Other Supporting Plans

1. All County departments are requested to have emergency plans, procedures and SOG's for their department. These supporting documents should 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.

   Each department's SOGs should be updated at least annually (or when significant changes occur). Each department will be responsible for ensuring that updated,

controlled copies of the department's SOGs and other emergency plans are delivered to OEM for review, available at their offices, and available at the department's desk in the EOC, and stored electronically in the Westchester Incident Management System (WIMS).

SECTION V – RECOVERY

A. Damage Assessment

1. The County OEM will collect information and data, in cooperation with all County Departments and local jurisdictions, to assess the impact of the event on Westchester County government, local municipalities, individuals and businesses.
2. All County departments and agencies, as well as local municipalities in the County, will cooperate fully with the County Office of Emergency Management in activities that include:
    a. Pre-emergency:
        i. Identifying county agencies, personnel, and resources to assist and support damage assessment activities.
        ii. Identifying non-government groups such as non-profit, professional and trade organizations.
        iii. Fostering agreements between local government and the private sector for technical support.
        iv. Utilizing geographic information systems (GIS) in damage assessment.
        v. Participating in annual training and review.
    b. Emergency:
        i. Maintaining documents that may include maps, photos and video tapes of damage.
        ii. Reviewing procedures and forms for reporting damage to higher levels of government.
        iii. Determining if State assistance is required in the damage assessment process.
        iv. Advising 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.
    c. Post-emergency:
        i. Advise County departments and local municipalities of assessment requirements.
        ii. Select personnel to participate in damage assessment survey teams.
        iii. Arrange for training of selected personnel in damage assessment survey techniques.
        iv. Identify and prioritize areas of damage to survey.

v. Assign survey teams to selected areas.

vi. Complete damage assessment survey reports and maintaining records of the reports.

3. It is essential that, from the outset of emergency response actions, County response personnel keep detailed records of expenditures for:
    a. Labor used
    b. Use of owned equipment, as well as borrowed or rented equipment
    c. Use of materials from existing stock
    d. Contracted services for emergency response
    e. Submitting damage assessment reports to OEM for forwarding to the appropriate state and/or federal agencies
4. Damage assessment will be conducted by County and local government employees, such as public works and highway engineers, building inspectors and assessors. There may also be instances where state and federal damage assessment assets may be available to the County and its local municipalities. When necessary, non-government personnel from the fields of engineering, construction, insurance, property evaluation and related fields may also supplement the effort.
5. There will be two types of damage assessments:
    a. Public Assistance (PA) (damage to public property and infrastructure).
    b. Individual assistance (IA) (impact on individuals and families, agriculture, private sector).
6. County and local damage assessment information will be reported to the Damage Assessment Officer at the EOC.
7. Personnel from County departments and agencies, assigned damage assessment responsibilities will function under the technical supervision of the Damage Assessment Officer of the Operations Section.
8. All assessment activities will be coordinated with the local municipal authorities and the EOC Manager.
9. The Office of Emergency Management will prepare a Damage Assessment Report which will contain information on:
    a. Private property damage in dollar loss to the extent not covered by insurance
    b. Public property and infrastructure damage in dollar loss to the extent not covered by insurance
    c. Agriculture damage in dollar loss to the extent not covered by insurance
    d. Cost in dollar value will be calculated for individual assistance in the areas of:

i. Mass care
ii. Housing
iii. 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.

B. Planning for Recovery

1. The County Executive or his designee will decide whether the recovery will be managed through existing departments with planning and coordinating skills or by a recovery task force created exclusively for this purpose.

   a. A recovery task force will:

      i. Direct the recovery with the assistance of county departments and agencies coordinated by the Director of the Office of Emergency Management.

      ii. Prepare a local recovery and redevelopment plan, unless deemed unnecessary, pursuant to Section 28-A of the New York State Executive Law.

   b. The recovery and redevelopment plan shall include:

      i. Replacement, reconstruction, removal, relocation of damaged/destroyed infrastructures/buildings.

      ii. Establishment of priorities for emergency repairs to facilities, buildings and infrastructures.

      iii. Economic recovery and community development.

      iv. New or amended zoning ordinances, subdivision regulations, building and sanitary codes.

   c. Recovery and redevelopment plan will account for, and incorporate to the extent practical, relevant existing plans and policies.

   d. Prevention and mitigation measures should be incorporated into all recovery planning where possible.

   e. Responsibilities for recovery assigned to local governments depend on whether or not a State disaster declaration has been made pursuant to Article 2-B of the New York State Executive Law.

i. Any county, city, town or village included in a disaster area shall prepare a *Local Recovery and Redevelopment Plan.* However, given the individual circumstances, the legislative body of the local government may determine such a plan to be unnecessary or impractical.

ii. Within 15 days after a State declaration of disaster, any county, city, town or village included in such disaster area, shall report to the State Disaster Preparedness Commission (DPC) through NYSOEM, whether the preparation of a recovery and redevelopment plan has been started and, if not, the reasons for not preparing the plan.

iii. Proposed plans shall be presented at a public hearing upon five (5) days notice published in a newspaper of general circulation in the area affected and transmitted to the radio and television media for publications and broadcast.

iv. The *Local Recovery and Redevelopment Plan* shall be prepared and must be transmitted to the DPC within 45 days after a State declaration of disaster.

v. The DPC shall provide its comments on the plan within 10 days after receiving the plan.

2. A plan shall be adopted by such county, city, town or village within 10 days after receiving the comments of the DPC. The Plan may be amended at anytime in the same manner as originally prepared, revised and adopted.

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 may continue for years after a disaster and will implement the officially adopted plans, policies and programs for redevelopment. This phase implements officially adopted plans and policies, mitigation strategies and risk reduction projects.
        i. Long term reconstruction and recovery includes activities such as:
            - Scheduling and planning for redevelopment
            - Analyzing existing state and federal programs
            - Conducting public meetings and hearings
            - Providing temporary housing and facilities
            - Public assistance

- Monitoring the reconstruction progress
- Preparation and submittal of required progress reports

2. Reconstruction operations must conform to existing State/Federal laws and regulations concerning environmental impact.
3. Reconstruction operations in and around designated historical sites must conform to existing State and federal guidelines.

D. Individual Recovery Assistance

1. Westchester County is committed to serving the whole community through fully inclusive and accessible programs and services including any services provided in disaster response and recovery efforts through supporting local municipalities or direct services to the community at a Disaster Recovery Center (DRC) in conjunction with state and federal support agencies..

2. FEMA Disaster Recovery Centers (DRCs) provide assistive devices for people with disabilities and others with access and functional needs that help them to receive information in their preferred method of communication. The devices are available for people who are deaf, hard of hearing, blind, or have low vision, intellectual disabilities, or other communication disabilities. DRCs have magnifying readers, tablets, captioned phones, video remote interpreting (VRI), and assistive listening devices.

3. The Westchester County departments and agencies comprising the Emergency Operations Center Human Needs Branch facilitate requests for humanitarian assistance, and coordination of engaged mass care, emergency assistance, temporary housing and human services agencies when the needs of disaster survivors exceed local government capabilities. This Branch interfaces with local, state, and federal governmental, and non-governmental organizations who provide mass care, emergency assistance, temporary housing, and human services and makes referrals for identified needed services to appropriate collaborating organizations.

4. The Westchester County Long-Term Recovery Coalition, in cooperation with the United Way of Westchester, coordinates supplemental disaster relief and case management being conducted by non-governmental organizations. The LTRC works closely with the County Office of Emergency Management and other human needs and services agencies (local, State, County) as required by the demand for recovery assistance services regardless of the continuance of the County EOC.
5. Examples of assistance that may be available:

a. Assistance technologies
b. Interpreters
c. Paratransit and other accessible vehicles
d. Personal Assistance Services
e. Food stamps (regular and/or emergency)
f. Temporary housing (rental, mobile home, motel)
g. Unemployment assistance and job placement (regular and disaster unemployment)
h. Veteran's benefits
i. Social Security benefits
j. Disaster and emergency loans (Small Business Administration, Farmers Home Administration)
k. Tax refund
l. Individual and family grants
m. Legal assistance

6. Public Information Officers are responsible for making arrangements with the broadcast media and press to obtain their cooperation in adequately reporting to the public in a manner that is inclusive of the whole community, including people with disabilities and other access and functional needs:
    a. The type of emergency assistance available to the public and its sources
    b. Eligibility requirements
    c. Document and record keeping requirements
    d. Actions to take to apply for assistance.
    e. Where to apply for assistance.

SECTION VI: ATTACHMENTS

No attachments.

SECTION VII – HAZARD SPECIFIC ANNEXES

These Annexes will include specific plans for managing various hazards.