

***NEW YORK STATE
COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN***

EMERGENCY SERVICES BRANCH ANNEX



**Disaster Preparedness
Commission**

**PREPARED BY THE NEW YORK STATE
DISASTER PREPAREDNESS COMMISSION
EMERGENCY SERVICES BRANCH**

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FINAL
EMERGENCY SERVICES
FUNCTIONAL ANNEX
EMERGENCY SERVICES BRANCH

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Prepared by
NEW YORK STATE DISASTER PREPAREDNESS COMMISSION

FINAL

EMERGENCY SERVICES FUNCTIONAL ANNEX

EMERGENCY SERVICES BRANCH

Supervising Agencies

Division of Homeland Security and Emergency Services, Office of Fire Prevention and Control (OFPC)

Member Agencies

Department of Health (DOH) – Bureau of Emergency Medical Services (BEMS)

Division of Military and Naval Affairs (DMNA)

New York Division of State Police (DSP)

State Office of Emergency Management (SOEM)

Department of Environmental Conservation (DEC)

State Office of Interoperable and Emergency Communications (OIEC)

1. Introduction

New York State will continue to experience a variety of disasters from a number of causes: humans, nature, and technology. This Annex outlines the Emergency Services Branch's approach to providing emergency services for protecting people throughout New York State during the response and short-term recovery phases of a disaster as outlined in the State Comprehensive Emergency Management Plan (CEMP).

A. Purpose

This Annex provides general guidance for emergency management activities and an overview of the roles and responsibilities of State agencies functioning under this Annex. The Annex also describes the emergency response organization and assigns responsibilities for various emergency service functions.

This Annex provides general guidance for a variety of emergency services including coordination of resources for:

- Suppressing wildland, rural, and urban fires resulting from or occurring coincidentally with an incident requiring State assistance.
- Providing specialized life-saving assistance to State and local authorities.
- Providing urban and wildland search and rescue operational activities in support of local operations.
- Providing State support in response to an actual or potential discharge and/or release of hazardous materials.

- Coordinating maritime emergency response.
- Coordinating requests for and deployment of federal resources per:
 - ESF #4 Firefighting
 - ESF #8 Public Health and Medical Services
 - ESF #9 Search and Rescue
 - ESF #10 Oil and Hazardous Materials Response
- Providing State support and coordination in response to requests for the mobilization of Emergency Medical Services (EMS) resources in support of local operations.
- Providing State support in response to requests for mobilization of fire service resources in support of local operations.

B. Scope

The Emergency Services Functional Annex is a strategic-level management plan that outlines the basic concepts required to manage and coordinate State agencies providing response and short-term recovery assistance to local governments.

This Annex identifies the policies that will be employed, as well as the concept of operations, response organization, and agency capabilities that will be used by the Emergency Services Branch in collectively responding to and recovering from an emergency or disaster situation.

This Annex fully recognizes the statutory requirements of the Member Agencies and identifies that Member Agencies may provide State agency-level support to local government absent an activation of the State Emergency Operations Center (SEOC) or a State Disaster Declaration.

C. Authority

1. New York State Executive Law, Article 2-B, establishes the State Disaster Preparedness Commission and requires the commission to develop disaster preparedness plans. Such disaster preparedness plans are to address disaster, response, and recovery and collectively comprise the elements of the State’s Comprehensive Emergency Management Plan (CEMP).

The CEMP is comprised of three main volumes, one of which is the Response and Short-Term Recovery portion of the plan. That volume provides general strategic guidance and an organizational structure of New York State agencies during emergency response and short-term recovery operations. Further, the volume includes seven functional annexes to address various response activities. Each annex brings together the collective resources of various response disciplines. This Emergency Services Functional Annex serves as an annex to the CEMP and utilizes all of the existing powers and authorities that are realized in the CEMP.

2. Individual State agencies and departments may also have specific legal bases that require and/or authorize certain emergency planning and response actions that are not included in this document.
3. Under a Declaration of a State Disaster Emergency (New York State Executive Law, Article 2-B, Section 28), the Governor may direct State agencies to take such actions as may be necessary to protect the public health and safety.
4. New York State Military Law, Article 6, authorizes the National Guard (Army and Air Force) to assist civil authorities and law enforcement under order of the Governor.

2. Situation

A. General

Disaster response and short-term recovery activities generally begin and end at the local government level. Local emergency response agencies may be fully involved with operational issues that are critical for responding to incidents that fall under the purview of this Annex. Further, the parameters and complexity of the incident may, in many cases, exceed the response capabilities of local government. The local government is responsible for carrying out the initial response and short-term recovery activities and services, and will use all available local resources in doing so.

Most county and local governments have developed comprehensive emergency management plans in accordance with State Executive Law, Article 2-B. Such plans coordinate the collective response of that local government, within its borders, and provide for a mechanism to use all of the existing resources. In addition, local emergency services agencies (i.e., police, fire, and EMS) are required to have additional plans and procedures in place to support response operations for a variety of emergencies that fall under their respective response discipline.

At such time that a local government can no longer provide the services and assets required for protecting the population from further injury or devastation resulting from the disaster situation, the State CEMP may be activated. State response activities in support of local government should provide the necessary support with State assets or the coordination of local assets from unaffected areas. Interagency coordination, information sharing, and cooperation at all levels of government will be the key to an effective and efficient response to bring the event to a conclusion.

B. Planning Assumptions

1. An incident requiring the activation of the Emergency Services Branch may begin locally and escalate to the State level, or may require State involvement from the incipient stage of the incident.
2. Some incidents may be ordinary, day-to-day type scenarios while other incidents may evolve into an event of greater scope and magnitude.

3. Some incidents may produce major consequences that will quickly overwhelm the capabilities of local government almost immediately.
4. Some incidents may require the activation of the Emergency Services Branch solely, while other incidents may require the activation of one or more of the other State functional branches.
5. Events may occur in one location or may occur coincidentally with other incidents throughout the State.
6. The level of training and response capability of local and county response agencies will vary from jurisdiction to jurisdiction and may impact the subsequent response from State agencies.
7. The Supervising Agencies will coordinate the Emergency Services Branch's activities and monitor the Member Agencies' activities within the Emergency Services Branch to ensure that established goals and objectives are met and necessary intragroup coordination is maintained.
8. Coordination between State agencies and the Emergency Services Branch must be managed from both a physical-proximity and technology standpoint.

C. Planning Factors

1. Priority will be given to saving lives and protecting property, in that order.
2. The Emergency Services Branch will coordinate activities with other activated functional branches via an established Multi-Agency Coordination (MAC) Group to assure a cohesive, coordinated response.
3. Supervising and Member Agencies will not relinquish statutory obligations and responsibilities while functioning within the Emergency Services Branch.
4. The designated Supervising Agencies – Division of Homeland Security and Emergency Services, Office of Fire Prevention and Control (OFPC) and Department of Environmental Conservation (DEC) – are responsible for the coordination of State activities within the Emergency Services Branch. Determination as to which Supervising Agency assumes the lead will be based on the nature of the incident.
5. Agency-specific response plans will be maintained by each Emergency Services Branch agency and used as the basis for each agency's response. Emergency Services Branch agencies will review their own plans and procedures to assure that no conflicts exist with this Annex or other existing plans.

3. Concept of Operations

A. Incidents Originating Locally

1. An incident requiring the activation of the State CEMP, and subsequently the Emergency Services Functional Annex, may begin locally and escalate to the State level.
2. State assistance will be supplemental to local emergency efforts.

B. State Response

1. Depending on the nature and scope of the incident, State agency involvement may begin coincidentally with the start of the incident.
2. Local agencies will be used as per standard protocols and statutory requirements.

C. Integration of Federal Assets and Resources

1. Federal resources will be supplemental to State efforts and may include the assimilation of various federal response components.
2. The Emergency Services Branch will facilitate coordination in the response with the federal resources of:

ESF #4	Firefighting
ESF #8	Public Health and Medical Services
ESF #9	Search and Rescue
ESF #10	Oil and Hazardous Materials Response

4. Notification and Activation of the Emergency Services Branch

A. Notification

1. A request for State assistance may be received through the State Office of Emergency Management (SOEM) via the affected county. Typically, a request for State assistance is received via the following:
 - The county emergency manager, or designee, makes the request to the SOEM Regional Office.
 - The county emergency manager contacts the State Emergency Operations Center (SEOC) directly.
2. Upon the receipt of notification from the county, the State Office of Emergency Management (SOEM) will notify the Supervising Agency(ies) if and when this Annex will be activated.

3. The Supervising Agency(ies), in coordination with the State Office of Emergency Management, will determine if the emergency warrants the activation of the Emergency Services Branch or if the response is manageable by a particular agency based on statutory requirements.
4. If conditions warrant branch activation, the State Office of Emergency Management will make the appropriate notifications to the remaining members of the Emergency Services Branch. Under certain circumstances, with SOEM's concurrence, the Supervising Agency(ies) may activate the remaining functional branch members.
5. The Supervising Agency(ies) will consult with Member Agencies and provide information on incident priorities. The Supervising Agency representative(s) should solicit and consult with representatives of relevant Member Agencies whenever possible while developing the incident priorities, goals, and objectives and include information as to what Member Agency assets and support will be required.

B. Activation

Depending on the nature and severity of the expected, imminent, or suddenly occurring emergency or disaster situation, activation of the State response and the Emergency Services Branch may occur at any of the following times:

1. A request for State assistance is received from local government.
2. In preparation for response to an impending natural, human-caused, or technological disaster. This will be in cases when it is generally anticipated that local resources will be exhausted immediately. Examples of such cases could be upon arrival of a large storm, a blackout that encompasses a large geographical area, or a large-scale medical incident or complex event.
3. A situation exists where the State reasonably expects that the resources of local government will be immediately exhausted responding to an impending disaster or emergency.
4. During the event, the Governor issues a State Disaster Emergency Declaration generally limited to established governmental boundaries (i.e., county or city). Issuance of this declaration makes the resources of State agencies available to assist local governments in response and short-term recovery operations.

5. Response Organization

A. General

The Emergency Services Branch's organization will vary based on incident type and scope. The incorporation of other functional branches within the overall State response may also impact the organization of the Emergency Services Branch.

When activated by the State Office of Emergency Management, Supervising Agencies from each functional branch may be asked to perform the duties outlined in the Response and Short-Term Recovery Plan of the State Comprehensive Emergency Management Plan (CEMP).

Member Agencies may perform two (2) key activities:

1. Establish incident response priorities, goals, and objectives, which will be used to develop an action plan. The action plan components will directly relate to and encompass the assigned responsibilities of the Emergency Services Branch.
 - a. Establishing response priorities, goals, and objectives is the responsibility of the Supervising Agency and will vary with incident type. If multiple Supervising Agencies are involved, this activity will be shared jointly.
 - b. The Supervising Agency representative(s) should solicit and consult with representatives of relevant Member Agencies when developing the incident priorities, goals, and objectives.
 - c. The Supervising Agency(ies) will be responsible for incorporating the incident priorities, goals, and objectives of the Emergency Services Branch into the State Response Incident Action Plan. This will typically be accomplished via the Multi-Agency Coordination (MAC) Group. In the absence of a MAC Group, the Supervising Agencies will assure the coordination of incident priorities with overall State response efforts.
2. Properly execute their specific agency operations in support of the State response to the incident.
 - a. Each Member Agency shall be responsible for conducting the agency-specific operations required to support the Emergency Services Branch's incident priorities.
 - b. Member Agencies that are unable to address their operational demands due to resource limitations shall communicate these shortfalls to the Supervising Agency representative and, when functioning within a multi-agency State response, to their appropriate coordination point.
 - c. Each operating agency will be required to regularly provide situation status reports (SITREPs) as required by the Situation Unit at the SEOC, or MAC, if established.
 - d. At a minimum, the SITREPs should provide updates on:
 - Agency activities;
 - Resource status;
 - Anticipated needs for future operational periods; and

- Interagency issues requiring resolution.
- e. Agency-specific plans will provide the tactical- and operational-level guidance to carry out the tasks required to accomplish the assigned goals and objectives.

B. Definitions for Types of Emergencies

1. Localized Incident

The incident is small in nature, impacting a small geographic area or limited to one or two communities. However, *the unique or complex nature of the situation* requires activation of the Emergency Services Branch to support local operations, as follows:

- The incident is small in nature, impacting one or two communities. However, the *impact of this incident on the community* requires activation of the Emergency Services Branch to support local operations.
- The incident affects a small area, but agencies within the Emergency Services Branch have statutory or regulatory responsibility to provide assistance for this type of incident.
- The State Emergency Operations Center (SEOC) response to this situation may be at Level 3 or 2.

2. Regional Emergency

The incident impacts a significant area of the State, *via population and/or geography*, and exceeds the local government's capacity to respond. Activation of the Emergency Services Branch is required to support local operations and coordinate State agency operations, as follows:

- The incident impacts a significant area of the State and *the unique or complex nature of the situation* requires activation of the Emergency Services Branch to support local operations and coordinate State operations.
- The incident impacts a significant area of the State and agencies within the Emergency Services Branch have *statutory or regulatory responsibility* to provide assistance for this type of incident.
- The incident impacts a significant area of the State and *may involve numerous different incidents* within the same locality or geographic area.
- The State Emergency Operations Center (SEOC) response to this situation may be at Level 2 or Level 1.

3. Statewide Disaster Condition

The incident impacts the majority of the State, *via population and/or geography*, and exceeds local and/or single State agency capacity to respond. Activation of the

Emergency Services Branch is required to support local operations and coordinate State multi-agency operations, as follows:

- The incident impacts the majority of the State and *the unique or complex nature of the situation* requires activation of the Emergency Services Branch to support local operations and coordinate State response operations.
- The incident impacts the majority of the State and agencies within the Emergency Services Branch have *statutory or regulatory authority* to provide assistance to the incident.
- The incident impacts the majority of the State and involves a *number of different incidents*.
- The State Emergency Operations Center (SEOC) response to this situation may be at a Level 1.

C. Emergency Services Response Organization

1. Localized Incidents

- a. Emergency Services Branch agencies with operational responsibilities will establish their individual organizational structure using principles established in the National Incident Management System – Incident Command System (NIMS-ICS).
- b. In the event the incident is deemed a State response Level 3 incident:
 - Emergency Services Branch agencies with operational responsibilities will identify for the State Office of Emergency Management their agency representative who will serve as their agency liaison at the State Emergency Operations Center (SEOC) or other established coordination points.
 - The Supervising Agency may request additional agency personnel who will function at the policy-making level to support any established Multi-Agency Coordination (MAC) Group.

2. Regional Emergencies

- a. Each Member Agency will establish its individual organizational structure according to the National Interagency Incident Management System – Incident Command System (NIIMS-ICS).
- b. Member Agencies with operational responsibilities will designate an agency representative who will serve as their agency liaison at the SEOC or other established coordination points.
- c. The Supervising Agency will designate their agency personnel who will function at the policy-making level to support established MAC Groups. In

addition, based on the nature of the incident and experience required, the Supervising Agency may request additional personnel from Member Agencies to participate.

3. Statewide Disaster Conditions

- a. Each Member Agency will establish its individual organizational structure according to the National Interagency Incident Management System – Incident Command System (NIIMS-ICS).
- b. Member Agencies with operational responsibilities will designate an agency representative who will serve as their agency liaison at the SEOC or other established coordination points.
- c. The Supervising Agency will designate their agency personnel who will function at the policy-making level to support established MAC Groups. In addition, based on the nature of the incident and experience required, the Supervising Agency may request additional personnel from Member Agencies to participate.

6. Response Actions

A. Initial Actions

Upon activation of the Emergency Services Functional Annex:

1. The Supervising Agency(ies), in consultation with other activated Member Agencies, will establish the Emergency Services Branch's priorities, goals, and objectives.
2. Based on the State Emergency Operations Center (SEOC) response level, the Emergency Services Branch will:
 - a. Inform other activated functional branch's and the State Office of Emergency Management of the priorities, goals, and objectives identified by the Emergency Services Branch.
 - b. Assure coordination of these components with other operating functional branches.
3. Member Agencies will perform operational responsibilities:
 - As determined by statute, or
 - In response to the priorities determined in concert with the Emergency Services Branch, or
 - In response to the priorities established through a functioning Multi-Agency Coordination (MAC) Group(s).

4. Member Agencies will develop situation status reports (SITREPS) according to criteria established by the Supervising Agency in coordination with the State Office of Emergency Management.

B. Continuing Actions

1. Member Agencies will perform operational responsibilities:
 - As determined by statute, or
 - In response to the priorities determined in concert with the Emergency Services Branch, or
 - In response to the priorities established through a functioning MAC Group(s).
2. Member Agencies will develop situation status reports (SITREPS) according to criteria established by the Supervising Agency in coordination with the State Office of Emergency Management.
3. Member Agencies will respond to resource availability and general incident information requests made by the State Office of Emergency Management or the MAC, if activated.

7. Emergency Services Branch Responsibilities

Each agency listed below has specific duties associated with establishing and maintaining emergency service functions during response and short-term recovery operations. The general responsibilities associated with each agency are described in accordance with the level of participation required within the realm of emergency services.

Each agency is responsible for developing and maintaining tactical plans that are specific as to how they will carry out the tasks and duties required to meet their obligations under this Annex. Individual agency plans are not included within this Annex.

Depending on the nature of the emergency, Supervising Agency designation may vary. Responsibilities for Emergency Services Branch agencies are described below.

A. Supervising Agencies

1. Division of Homeland Security and Emergency Services, Office of Fire Prevention and Control (OFPC)

OFPC's responsibilities as an emergency services Supervising Agency are:

- Coordinating and supporting traditional fire-fighting operations.
- Coordinating and supporting Urban and Technical Search and Rescue (USAR) activities.

- Coordinating other related activities not specifically outlined within this Annex and that use local and State fire service resources, with specific focus on short-term stabilization concerns.
- Coordinating State support and response to the control and containment aspects of an actual or potential hazardous materials release.
- Providing technical expertise for fire service issues.
- Coordinating fire service support and fire technology aspects to the control and containment aspects of an actual or potential hazardous materials release.
- Coordinating technical support for specialized responder safety issues associated with fire ground activities, hazardous materials operations, or structural collapse operations.

B. Member Agencies

1. Department of Health (DOH) – Bureau of Emergency Medical Services (BEMS)

DOH – BEMS will provide coordination, identification, and deployment of additional EMS resources throughout the State upon request of the State Office of Emergency Management (SOEM). DOH – BEMS's responsibilities as an emergency services Member Agency are:

- Identifying available EMS resources in response to a request.
- Coordinating support and delivery of emergency responder medical needs to include immediate medical evaluation and surveillance that may be created by hazardous substances (including biological agents) associated with an emergency. These activities may include coordinating and/or delivering specialized medical screening, antidotes, or prophylaxis.
- Providing technical expertise on EMS issues.

2. Division of Military and Naval Affairs (DMNA)

By order of the Governor, DMNA has the capability to provide personnel and equipment in support of civil authorities and law enforcement. DMNA's responsibilities as an emergency services Member Agency include:

- Emergency evacuation assistance, as required.
- Debris and snow removal.
- Limited aerial fire-fighting capability.
- Civil disturbance law enforcement augmentation.

- Search and Rescue (SAR).
- Assistance with electric generator support during power outages or natural disasters.
- Hazardous substance identification.

3. State Office of Emergency Management (SOEM)

The State Office of Emergency Management's responsibilities as an emergency services Member Agency are:

- Coordinating the use of State resources in response to the emergency. This includes the coordination and management for the acquisition of personnel, equipment, and material required to support response operations.
- Assisting in the coordination of Statewide communications among the various response disciplines in an emergency.
- Supporting and assisting in the coordination to provide warning to local governments and emergency information to at-risk populations.
- Assisting in the coordination of transportation provisions for personnel, equipment, and material.
- Coordinating the response activities of the Emergency Services Branch with other activated functional branches.
- Coordinating the State's response with federal response activities.
- Coordinating short-term disaster recovery efforts.

4. New York Division of State Police (DSP)

DSP provides emergency operation personnel and equipment in support of activities to local first responders. DSP's responsibilities as an emergency services Member Agency include:

- Providing a wide array of aviation support functions.
- Assisting with evacuation as required.
- Providing warning and emergency information to the public.
- Providing preliminary damage assessment and situational photographic information from affected areas.
- Providing perimeter security and authorized entry control.

- Serve as a supervisory agency, and primary State agency, for any activities that require criminal investigative acts, and provide crime scene management for actual/perceived crime scenes that are not the special statutory responsibility of other State agencies with police powers.

- Coordinating the collection of crime scene evidence.

5. Department of Environmental Conservation (DEC)

DEC's responsibilities as an emergency services Member Agency are:

- Coordinating and supporting wildland fire operations.
- Coordinating and supporting wildland and other non-urban related search and rescue activities.
- Coordinating State support and response to the control and containment aspects of an actual or potential hazardous materials release, with a focus on identification of hazardous substances, environmental sampling, air plume modeling, private sector response, substance recovery, and long-term environmental concerns. This shall include applying and coordinating State and federal Superfund stabilization measures.
- Coordinating State hazardous substance response activities with State, local, and federal organizations and agencies as outlined in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). This shall entail using the structure, relationships, and capabilities of the National Response System as described in the NCP to support response operations consistent with New York State mandates.
- Coordinating technical support for specialized responder safety issues associated with hazardous materials, wildland fire, maritime response, and wilderness operations.

6. State Office of Interoperable and Emergency Communications (OIEC)

OIEC's responsibilities as an emergency services Member Agency are:

- Maintaining mobile command vehicles that can be deployed to the impacted area.
- Assisting in the coordination of Statewide communications among the various response disciplines in an emergency.