

New York State Comprehensive Emergency Management Plan

Volume 2: Response and Short-Term Recovery



**Disaster Preparedness
Commission**

**Prepared by the New York State
Disaster Preparedness Commission**

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Plan Revision History

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Section I: General Considerations and Planning Guidelines

1. Introduction

The State of New York experiences a wide variety of human-caused, natural, or technological disasters. Disasters may disrupt public safety, health and human services, and infrastructure that may have a devastating social, economic, or developmental impact on New York State. The State of New York must be prepared to respond to emergencies and disasters. Large scale emergencies and disasters exhaust resources at the municipal and county levels of government and require leadership from the State to effectively respond to and recover from events.

Dealing with emergencies and disasters is an ongoing and complex endeavor. As a result, in 1979 the State Legislature promulgated New York State Executive Law Article 2-B, herein referred to as Article 2-B. Article 2-B is the statutory basis for the emergency management program within New York State. Article 2-B identifies the State Disaster Preparedness Commission (DPC) and the roles and responsibilities of the DPC. One of the missions of the State of New York through the DPC is to provide leadership, coordination, and support for efforts to prevent, protect against, prepare for, respond to, and recover from disasters. This includes the preparation of State disaster plans, directing State disaster operations, and coordinating with federal, local, and private response and recovery operations and efforts. Additionally, Article 2-B identifies the State Office of Emergency Management (OEM) as the operational arm of the DPC.

This document shall serve as Volume 2 of the State Comprehensive Emergency Management Plan (CEMP), *Response and Short-Term Recovery*. In addition, this document is supported by numerous functional, performance, and hazard-specific annexes, each of which identifies the individual and collective actions of selected State agencies.

2. Purpose

The State of New York has structured its planning methodology with the development of the State CEMP into three distinct, but interconnected volumes. These are:

- Volume 1: State Multi-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery
- Volume 3: Long-Term Recovery

The purpose of the CEMP is to identify the State's overarching policies, authorities, and response organizational structure that will be implemented in an emergency or disaster situation that warrants a State response. The CEMP serves as the foundational framework for the State's response levels and serves as the operational basis of which other functional and hazard-specific annexes are built upon. These annexes address a broad range of consequences to respond to the State's highest rated hazards.

The purpose of this document is to serve as Volume 2 of the State CEMP, *Response and Short-Term Recovery*. This document will ensure that the State has detailed plans to provide direction and coordination of the State's resources and capabilities in responding to and recovering from a disaster.

The objectives of this plan are to:

- Identify the structure of the CEMP.
- Provide a framework for the State's emergency management program operational plans.

- Establish procedures to reflect operational priorities.
- Outline the State’s collective response and short-term recovery to an emergency.

The structure of the plans in New York State is identified in Figure 1 below.

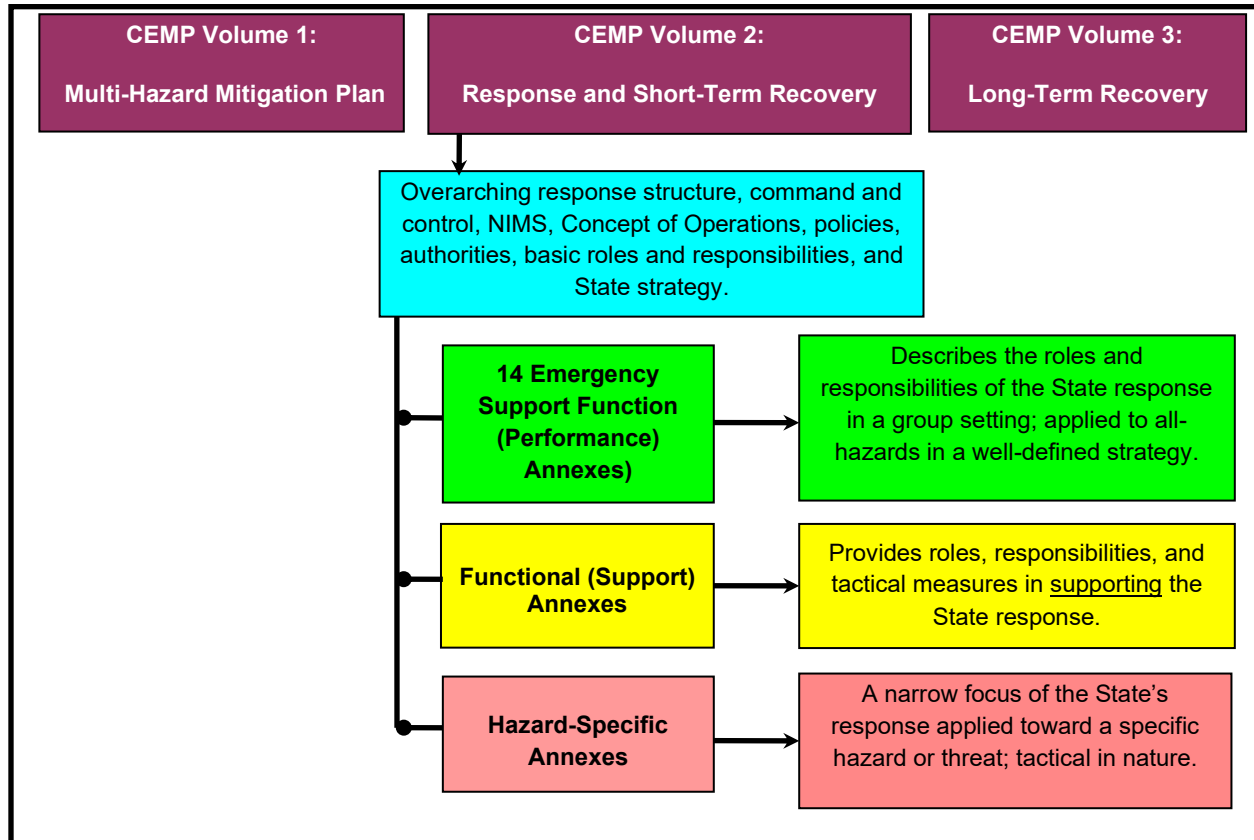


Figure 1: Structure of the State Comprehensive Emergency Management Plan

3. Scope

This plan:

- Applies to all natural, technological, and human-caused emergencies or disasters where local capabilities may be exceeded, necessitating the use of State and/or Federal agencies and resources.
- Applies to all incidents that require a limited or full activation of the State Emergency Operations Center (EOC).
- Applies to all State agencies and authorities that may be directed to respond to an emergency or disaster and identifies the response structure for a State multi-agency response. Nothing herein shall be construed as relieving or redefining any agency’s statutory responsibilities unless directed by Executive Order of the Governor during a declared State Disaster Emergency.

The mechanisms in this plan are designed to address short-term recovery from any hazard that could adversely affect the State and provide for a seamless transition into the long-term recovery phase. The elements of this document may also be utilized for an increase in threat, regardless of the hazard, or pre-planned events that warrant the State to assume a more

proactive and protective posture. Events that may warrant an increase in activation level include mass gatherings, holiday celebrations, and National Special Security Events (NSSEs).

State agencies will support the implementation of this document pursuant to State and Federal statutory obligations. Agency-specific operational plans in support of this document are developed and maintained by individual agencies and are incorporated into the State's response based on the activation level and incident circumstance. These operational plans are executed by the individual agencies under the auspices of this document and as directed by agency executives. These operational plans may be implemented by individual agencies in support of their agency's mission, or as a collective part of one or more of the State Emergency Support Function (ESF) annexes.

It is beyond the scope of this document to list and include each agency-specific plan, policy, or procedure that may be called upon or be implemented in support of this document. Additionally, this document is not intended to address law enforcement criminal investigative or intelligence information or activities during the response to a disaster or incident.

4. Situation

New York State experiences a variety of disasters and emergencies that may result in the loss of life, or damage or destruction of property. New York State is the fourth largest state in populace. In 2024, the U.S. Census Bureau estimated that 19.9 million people resided across New York State, with an estimated 8.5 million people residing in New York City. New York State spans 54,556 square miles, ranking it the 27th largest state by size. New York State, located in the northeastern United States, is bordered by New Jersey, Pennsylvania, Connecticut, Massachusetts, Vermont, and Canada. New York State shares a maritime border with Rhode Island. Additionally, New York State touches the Atlantic Ocean, Lake Erie, and Lake Ontario.

The current Division of Homeland Security and Emergency Services (DHSES) Strategic Plan noted that there have been 85 major disaster declarations since 1953. The State EOC has been activated for a variety of incidents, including natural, technological, and human-caused events such as severe winter storms, flooding, ice jams, mass gatherings, 9/11, Superstorm Sandy, Lake Ontario flooding, and the COVID-19 pandemic.

The State is also vulnerable to a variety of incidents that may occur with warning such as a severe winter storm, or with little or no warning such as a terrorist attack. The impacts of these incidents could cause mass disruptions of services or local or county governments to request additional assistance from the State. One or more local or county governments may declare a local State of Emergency, as multiple incidents may occur simultaneously or sequentially in contiguous and/or non-contiguous areas. Disasters may disrupt public safety, health and human services, and infrastructure that may have a devastating social, economic, or developmental impact on New York State.

The response to the COVID-19 pandemic in 2020-2021 provided a unique and challenging environment for response activities. The effects of the pandemic caused massive social and economic disruptions. Implementation of social distancing, restrictions on building capacities, and enforcement of stay-at-home orders posed a variety of challenges not seen in other types of disaster or emergency events. Further, shortfalls in personnel created gaps in capacity while the State faced challenges in obtaining logistical support and supplies due to high demand and limited availability of critical resources, such as personal protective equipment (PPE) that were specific to the pandemic event.

Disasters affect all persons regardless of race, religious beliefs, ethnicity, age, gender, physical abilities, political beliefs, or socio-economic status. It is important to note that underserved communities are most at risk due to lack of resiliency prior to, during, and after a disaster.

The federal government, in the National Disaster Recovery Framework, defines underserved populations/communities as groups that have limited or no access to resources or that are otherwise disenfranchised. These groups may include people who are socioeconomically disadvantaged; people with limited English proficiency; geographically isolated or educationally disenfranchised people; people of color as well as those of ethnic and national origin minorities; women and children; individuals with disabilities and others with access and functional needs; and seniors.

New York State Executive Order 187 ensures that New York State is committed to a culture of respect that values and promotes diversity, inclusion, and equal opportunity, free of unlawful discrimination on the basis of protected class status, including age, race, creed, color, sex, sexual orientation, gender identity, national origin, military or veteran status, disability, predisposing genetic characteristics, marital or family status, domestic violence victim status, arrest record or criminal conviction history, or any other impermissible basis in all functions performed and services offered by New York State employees.

Disasters affect all individuals; however, certain groups experience a greater degree of impact. These groups encompass, but are not limited to, individuals with access and functional needs (AFN). In New York State, Access and Functional Needs (AFN) considers the broad range of access limitations and individualized supports and services that some individuals may need to ensure equity in emergency and disaster planning and response. It recognizes the needs and limitations that various people may have to prepare for, respond to, or recover from emergencies and disasters, including the following:

- individuals with disabilities, chronic medical conditions, and/or pharmacological dependencies,
- individuals who speak a language other than English,
- people from diverse cultures,
- those who are pregnant and/or parenting person(s),
- children and older adults (with or without disabilities),
- people who are limited income and/or lack transportation access.

As per the July 2024 U.S. Census Bureau, 4 million New Yorkers (20% of the population) are under the age of 18 and 3.8 million (18.9%) are over the age of 65. Approximately 2.8 million New Yorkers (14%) live below the poverty line. Approximately 1.6 million New Yorkers under the age of 65 are recognized as having disabilities.

It is essential to integrate specific considerations and accommodations across all aspects of emergency management to include planning, response, and recovery. The goal is to ensure equal access and services to the whole community, including those with AFN.

In identifying potential obstacles, including AFN, the State will utilize a range of capabilities and resources to mitigate the effects of disaster response and recovery on the entire community. This effort encompasses the creation of pre-scripted informational bulletins regarding hazards, preparedness strategies, and protective measures, while ensuring that these materials are accessible to all demographic groups. Additionally, resources such as flyers and brochures will be translated into the twelve most spoken languages among individuals with limited English proficiency (LEP) in New York State, where approximately 6 million residents, or 30.6% of the

population, communicate in a language other than English at home. The current top twelve languages, other than English, spoken in the State are Arabic, Bangla, Chinese, French, Haitian Creole, Italian, Korean, Polish, Russian, Spanish, Urdu, Yiddish. In addition, the State utilizes a multi-channel alert system comprised of TV, radio, social media, visual captions, sign language interpreters, etc. that reach individuals who are deaf, hard of hearing, blind, or have low vision.

The above referenced communities can be affected in a disproportionate manner by any type of disaster; the inequalities they already endure are exacerbated by an event which further adds to the challenges they face, leaving communities unable to easily recover and more vulnerable to future disasters.

In the process of emergency management planning, it is essential to integrate principles that respect and value all individuals at every possible opportunity. Disasters have the potential to expose the most vulnerable populations, especially low-income, underrepresented, and at-risk communities. Therefore, local governments must continue to identify barriers that exclude communities to help determine how to overcome these barriers in adequately preparing for an emergency. Local stakeholders of diverse backgrounds should be leveraged when analyzing vulnerabilities, identifying risk, and incorporating mitigation into the planning process.

Traditional resources often miss vulnerable populations, which may necessitate additional support to meet diverse needs. Whether the additional supports necessitate strategies or interventions such as culturally tailored interventions, community-based outreach, integrated care models, flexible service delivery, digital inclusion and AI, or financial and practical aid, the State strives to provide equitable access to preparedness, prevention, response, recovery, and mitigations plans and programs.

Depending on the event and the response discipline, State response actions may occur concurrently or consecutively with the local response. In each case, State response and short-term recovery actions may include a variety of actions that will help in restoring essential services and systems to minimum operating standards. While State agencies possess a wealth of resources and response capabilities that can be applied to the situation in support of local government, some events may overwhelm the capabilities of the State and require federal assistance. Depending on the event, some emergencies may warrant an immediate federal response absent the exhaustion of State and/or local resources.

Collaboration and coordination among various Emergency Support Functions may be essential to guarantee that all individuals, including those with AFN, obtain critical emergency information and appropriate resources and services. The goal of New York State is to ensure that all impacted individuals, irrespective of their language, culture, or disabilities, receive comprehensive information, resources, and services related to disaster preparedness, response, and recovery.

Regardless of the scenario, the State needs to have a methodology and structure in place to interoperate with all levels of government effectively and efficiently. In doing so, the State will maintain a high degree of commitment to prevent or minimize property damage, protect and save lives, and provide for all citizens who are or may be threatened by an emergency or who become victims of any disaster. These services will be coordinated to the maximum extent with comparable activities of local governments, other states, the federal government, and voluntary/private entities.

5. Planning Assumptions

- The CEMP Volume 2: Response and Short-Term Recovery is a dynamic living document that will continually evolve as the DPC reviews the State's response and short-term recovery activities following incidents and/or exercises.
- New York State is subject to a wide variety of hazards that may result in an emergency situation. Natural hazards may include floods, winter storms, windstorms, extreme heat, and drought. Technological hazards may include radiological contamination and hazardous substance releases. Human-caused hazards may include terrorist acts, civil disorder, or cyber incidents. These examples are not exhaustive of hazards in New York State and are constantly being reviewed and updated as part of the CEMP Volume 1: State Multi-Hazard Mitigation Plan.
- Known events may occur that could impact the state, which may necessitate preparedness efforts to mitigate the effects of the incident.
- Events with little, if any, warning may occur which could cause mass disruptions of services or where local or county governments require State support in response to an event. These events may warrant an immediate State response or there may be incidents where the State responds on its own initiative rather than waiting for a request for assistance. State assistance is typically supplemental to local efforts.
- One or more local governments may have declared a local State of Emergency in response to the disaster and the State has been called upon to assist.
- Vulnerable communities may be disproportionately affected by an emergency or disaster. This potential warrants an awareness of, and an understanding of, such communities as the incident evolves. Having such information in advance can help to inform and shape emergency preparedness efforts.
- State agencies may possess resources or relationships that may assist in identifying individuals and communities with AFN. When possible, this information should be leveraged at every opportunity to assist the State with preparedness, response, and recovery efforts.
- Recommendations and considerations should be taken into account for AFN-specific communications, evacuations, transportation, sheltering, guidance, and best practices. These recommendations and considerations are integrated into the relevant functional, hazard, and performance annexes as warranted.
- Multiple incidents may occur simultaneously or sequentially in contiguous and/or noncontiguous areas. This will require prioritization of limited resources.
- The State and its political subdivisions will continue to experience incidents that may result in death, injury, and damage that may produce substantial consequences. In addition, there could be considerable damage to the infrastructure and/or the environment. Operational priorities will reflect the following:
 - Life, safety, and health;
 - Property protection;
 - Environmental protection;
 - Restoration of essential utilities;
 - Restoration of essential program function; and,
 - Coordination among appropriate stakeholders.
- The State will continue to experience incidents that may necessitate the evacuation and sheltering of the public at risk.
- In accordance with Article 2-B, county governments have developed, maintained, and implemented comprehensive emergency management plans that coordinate their response activities within their borders and ensure that all local resources are fully committed before requesting assistance from the State. Some counties maintain a

voluntary and confidential registry of vulnerable populations in order to improve local response activities for individuals needing assistance during and after a disaster.

- In accordance with Article 2-B, local comprehensive emergency management plans are informed by and reflect consideration for individuals with disabilities, access and functional needs via engagement of health and social services officials, community action agencies, organizations for the elderly and the handicapped, agencies and organizations that provide home health care and hospice services.
- Although this plan outlines procedures for coordinating the provision of supplemental State and federal assistance, it is essential for all levels of government to be prepared to carry out incident response and short-term recovery actions until additional assistance is available.
- The need for resources and assistance may include the local, State, and/or federal governments and agencies strategically working together to coordinate preparedness, response, and/or recovery efforts. Emphasis should be placed on the whole community concept to meet the needs of the survivors, including individuals with AFN, who may need assistance before, during, and after an incident in the functional areas of communication, maintaining health, independence, safety and support, and transportation. This will allow for accessible services to all populations.
- State activities may vary based on the existence of a Governor's Declaration of a State Disaster Emergency and a request for federal disaster assistance.
- State agencies may need to respond on short notice to provide accessible, effective, and timely assistance to local government.
- State employees, their families, or their personal property may be impacted by the emergency. This may make them unavailable to conduct initial response operations or sustain operations on behalf of the State in the impacted area(s).
- Based on the response discipline and the respective statutory authorities, some State agencies may be fully engaged in the response at the local level prior to a State EOC activation or State Disaster Emergency declaration.
- The Incident Command System (ICS) will be implemented in response to the emergency or disaster. ICS allows for flexibility in its application so that its structure can be modified to any particular situation.
- The severity of problems resulting from an incident may depend on factors such as time of occurrence, severity of impact, existing weather conditions, area demographics, and the nature of building construction. Collateral events, such as infrastructure failure, may also increase the impact on the community, multiply property losses, and hinder the immediate response and short-term recovery efforts.
- Depending on the size and type of incident, the State may have varying resources and capabilities available. Mutual aid agreements and compacts may need to be utilized to supplement accessible response and short-term recovery capabilities.
- It is expected that State-owned facilities and resources in an affected area may suffer widespread damage and destruction. This situation may severely limit or eliminate response capabilities of State agencies within the affected area.
- Federal agency resources and expertise can be requested and will be coordinated to augment local and State efforts in relieving problems that are beyond the capabilities of both State and local governments.
- Federal agencies may engage in a unilateral response and/or offer assistance under their statutory authority to affected areas in lieu of a presidential declaration. These activities may or may not be coordinated through the activation of the National Response Framework (NRF) or another statutory-based plan, such as the National Oil and

Hazardous Substances Pollution Contingency Plan, which is commonly called the National Contingency Plan (NCP).

6. Concept of Operations

An emergency or disaster occurring in the state may originate at the local level and escalate to warrant a State response or based on the size/complexity of the incident, may warrant an immediate State response. Moreover, while the concept of operations may have similar precursors, the initiation of State involvement may be distinctly different depending on how the event unfolds. Therefore, two potential concepts of operations are envisioned:

Incidents originating at the local level that exhaust local resources and lead to a State and/or possibly a federal response.

- An incident occurs in the state. Local governments and emergency service organizations will continue their essential role as the first line of defense. On its own initiative, the State may mobilize and deploy State resources to an affected area to conduct State-led operations and missions through a State Regional Operations Center (ROC).
- When an incident is beyond local capabilities, towns and cities will request help through their respective county government. Village governments will request assistance through their town government and, successively, county government. Counties and the City of New York will request State assistance directly through the State OEM using New York Responds (NYR).
- Based on incident specifics and the requests for assistance, the Director of the State OEM will determine the level of State involvement needed. Depending on the nature of the request, some requests for assistance may be orchestrated through preexisting interagency protocols or statutory obligations.
- If the incident or the request warrants an increase in the State response level, the State EOC will be activated. State OEM will assess the potential needs and demands of the incident and then determine the level of activation necessary to effectively manage the response to the incident. The capabilities that are needed to support that activation are also identified and agencies are notified to staff the State EOC using the ESF construct.
- The State's response will be organized and coordinated under the confines of the National Incident Management System (NIMS) Incident Command System (ICS). As such, a variety of ICS-based components, capabilities, and structure will be considered and implemented, as appropriate. The coordinative structure put into place will be incident-based and will incorporate the response structure in the field into the overall State response.
- If the incident or the request warrants a federal response, the State will request assistance from the federal government via the Department of Homeland Security/ Federal Emergency Management Agency (DHS/FEMA) through existing federal processes, federal contingency plans, or the President. State response activities will align State agencies and ESFs with the appropriate Federal ESF, Principal Federal Official (PFO), and Federal On-scene Coordinator(s) (FOSC). The capability for the State to provide this interoperability will occur at the State EOC and any forward location being utilized to coordinate the local, State, and federal response.
- The incident command structure put into place for State response operations will be supportive of the transition from response operations into the short-term recovery phase of the incident. The organizational response structure will be demobilized based on the needs of the incident, as appropriate.
- As warranted, the State may implement its Recovery Support Functions (RSFs) to begin coordinating State services and facilitate the transition to recovery.

- The DHSES will coordinate disaster recovery efforts with the appropriate State RSFs, local, and federal officials.

An incident occurs in the state requiring an immediate State and/or possibly a federal response.

- An incident occurs in the state that immediately overwhelms local government and/or warrants an immediate State response.
- Some State agencies, by nature of their enabling legislation, may become involved in the incident at a local level. State agency representatives will likely assimilate into the local response organization, if any. Resource requests and situational information are communicated through existing agency protocols and chains of command.
- On its own initiative, the State may mobilize and deploy State resources to an affected area to conduct State-led operations and missions through a State ROC.
- Based on incident specifics and the requests for assistance, the Director of the State OEM will determine the level of State involvement needed. Depending on the nature of the request, some requests for assistance may be orchestrated through preexisting interagency protocols or tasked to the obligated agency.
- If the incident or the request warrants an increase in the State response level, the State EOC will be activated. State OEM will assess the potential needs and demands of the incident and then determine the level of activation necessary to effectively manage the response to the incident. The capabilities that are needed to support that activation are also identified and agencies are notified to staff the State EOC using the ESF construct.
- The State's response will be organized and coordinated under the confines of the NIMS ICS. As such, a variety of ICS-based components, capabilities, and structure will be considered and implemented as appropriate. The coordinative structure put into place will be incident-based and will incorporate the response structure in the field into the overall State response.
- If the incident or the request warrants a federal response, the State will request assistance from DHS/FEMA through established protocols, federal contingency plans, or the President. State response activities will align State agencies and ESFs with the appropriate Federal ESF, PFO, and FOSC. The capability for the State to provide this interoperability will occur at the State EOC and any forward location being utilized to coordinate the local, State, and federal response.
- The incident command structure put into place for State response operations will be supportive of the transition from response operations into the short-term recovery phase of the incident. Structural response components and agencies will be demobilized based on the needs of the incident, as appropriate.
- As warranted, the State may implement its RSFs to begin coordinating State services and facilitate the transition to recovery.
- DHSES will coordinate disaster recovery efforts with the appropriate State RSFs, local, and federal officials.

7. Authorities and Policies

The authority to develop and implement this plan can be found in New York State Law, regulations, and federal authorities, including:

State

- New York State Constitution
- New York State Defense Emergency Act of 1951, as amended
- New York State Executive Law Article 2-B, as amended
- New York State Executive Order 26 of 1996 and 26.1 of 2006, as amended

- New York State Executive Order 187

Federal

- Americans with Disabilities Act of 1990, as amended
- Code of Federal Regulations Title 44, Chapter 1
- Homeland Security Presidential Directive 5
- National Disaster Recovery Framework
- National Oil and Hazardous Substances Pollution Contingency Plan
- National Response Framework
- Presidential Policy Directive 8
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended

8. Plan Maintenance, Distribution, and Revision Process

The State OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the State CEMP. As required under New York State Executive Law Article 2-B, this plan and any plan that falls under the auspices of the CEMP shall undergo an annual review, update, and be posted online (if applicable) no later than March 31st of each year. Unless explicitly identified in a specific plan, all plans, annexes and State EOC operational procedures under the CEMP follow the same pathway and process for maintaining, distributing, and revising each plan.

During the annual review by the Planning Section for its material, this plan is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

Section II: Preparedness

1. All-Hazard Planning and Mitigation Planning

Volume 1 of the State CEMP is the State Multi-Hazard Mitigation Plan. New York State participates in federal, State, and local mitigation programs and identifies ongoing mitigation opportunities. The State takes maximum advantage of available federal funding to implement mitigation measures at the State and local levels. Throughout the past several years, a substantial amount of funding has been invested in mitigating the impacts of various disasters in all parts of the state. The CEMP Volume 1: State Multi-Hazard Mitigation Plan addresses the overall State hazard mitigation planning process, risk assessment, strategy development, and plan maintenance. The CEMP Volume 1: State Multi-Hazard Mitigation Plan was approved by DHS/FEMA in December 2023.

Pursuant to the requirements of 44 CFR 201.4, the CEMP Volume 1: State Multi-Hazard Mitigation Plan is required to focus on natural hazards that are likely to cause a substantial impact on the state. However, mitigation planning efforts for technological and human-caused hazards are also recognized and are being implemented throughout the State. In addition, the State has developed numerous hazard-specific annexes that take an in-depth look at some of the State's highest rated hazards. A list of State hazard-specific annexes can be found in Attachment 1: Listing of State Hazard-Specific, Functional, and Support Annexes to the State Comprehensive Emergency Management Plan (CEMP).

Volume 3 of the State CEMP is the Long-Term Recovery Plan. The CEMP Volume 3: Long-Term Recovery includes the mechanisms for utilizing long-term recovery components, including mitigation, which is provided for under the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The CEMP Volume 3: Long-Term Recovery sets the foundation for the State's RSFs designed to effectively interoperate with federal disaster recovery components as identified in the National Disaster Recovery Framework (NDRF). The CEMP Volume 3: Long-Term Recovery also recognizes the primacy of local governments in the implementation of long-term recovery plans and, depending on the nature and impact of the disaster, new programs that might be available to achieve full recovery.

2. Capability Assessment, Resource Lists, and Typing

A variety of concepts are used to understand the various risks and associated threats and hazards facing the State. Given some of the limitations and challenges associated with the federal doctrine and processes, New York State has developed additional programs and methodologies to better understand risk.

Threat Hazard Identification Risk Assessment (THIRA)

A variety of mechanisms are used to understand the various risks, associated threats and hazards facing the State. As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal (NPG), the State must complete an annual Threat Hazard Identification Risk Assessment (THIRA). The process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are mapped to the core capabilities in each of the ESF annexes created under the State CEMP. The State Preparedness Report (SPR) is a self-assessment of a jurisdiction's current capability levels against the targets identified in the THIRA.

As part of the THIRA process, the State reviewed the criteria from the Federal Core Capabilities that were promulgated under Presidential Policy Directive-8 (PPD-8). In the assessment, the

State recognized that the Federal capabilities were not intuitive and an improper fit for the State's goals, missions, and objectives. Subsequently, through a standing workgroup, the State created its own list of Critical Capabilities which are linked to the Federal Core Capabilities. This modification provided the State with a better understanding and granularity in assessing, managing, and improving its capabilities.

County Emergency Preparedness Assessment (CEPA)

The CEPA is a framework and tool to help State and local stakeholders assess risk, capabilities, and the potential need for support and resources during emergencies or disasters. The CEPA provides for a standardized and repeatable process to understand capabilities at the county level and identify statewide trends. The CEPA provides insight into preparedness and response capabilities applicable to a broad range of risks. All counties update their CEPAs every three years.

The State has assessed the Critical Capabilities using the CEPA program noted above. The assessment involves an examination of planning, organization, equipment, training, and exercises (POETE) for each of the Critical Capabilities across a broad range of credible, worst-case events that could occur in the State. The assessment provides the State with information regarding statewide capability trends and potential gaps that can then be planned for and addressed. The State has also examined the degree to which the State has both the ability and capacity to support the Critical Capabilities.

Core Critical Capabilities

The State's list of capabilities is linked from the THIRA/SPR to the ESF annexes under this plan. In addition, the functional annexes to this document include a general overview of the State's resources available to apply to a variety of hazards. Additional resource lists are typically housed in agency-specific documents or hazard-specific and functional annexes, both of which are beyond the scope of this plan. In addition, the State has initiated resource typing consistent with the NIMS resource management component. The typing continues to be incorporated into State plans, policies, and procedures as appropriate, and as it evolves.

3. Testing, Training, and Exercising

The State of New York sponsors and conducts a variety of trainings and exercises to improve knowledge and response capability that address the hazards identified in the CEMP Volume 1: State Multi-Hazard Mitigation Plan and the New York State Hazard and Consequence Analysis Report, the goals and objectives identified in the Integrated Preparedness Planning Workshop (IPPW), and the training needs and priorities of State agencies, local governments, volunteer organizations, and non-government organizations. This includes varying levels of training in the Incident Command System, professional development training, and EOC Trainings. The State also participates in a wide variety of specialized training, including training to meet Federal program and grant requirements, such as the Emergency Management Performance Grant (EMPG). Further, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State of New York has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State has instituted HSEEP into a host of exercise activities, including those that involve tests and activations of the State EOC. Further, some exercises are often linked to a specific grant requirement, while others are conducted as part of ongoing or existing programs, such as those for the Radiological Emergency Preparedness Program.

The State has recognized the need to plan for and train statewide emergency managers, members of the disability community, State agencies, and AFN-related stakeholders on integrating access and functional needs into the local government and the State's emergency management system. The State has established a State-specific training course, G-197 Integrating Access and Functional Needs into Emergency Management, to incorporate partnership development, outreach, training, guidance, and technical assistance into a comprehensive community approach while addressing the preparedness, response, and recovery needs of people with AFN.

The State also utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises vary in scope and cross several State-level plans or annexes. As a point of reference, the planning process that resulted in the creation of all of the State's ESF annexes included an exercise component.

The Test, Training, and Exercise platform noted above applies to all plans under the CEMP. Any specific activities that occur in addition to those listed above will be explicitly identified in a specific plan.

4. After Action Reports (AAR) and Corrective Actions Programs (CAP)

Following an exercise or an actual event, an After-Action Report (AAR) may be completed by all staff involved in the event. The information gathered in the AAR will provide insight into future refinement of the plans encompassed by the CEMP. AARs will be completed as soon as possible following any relevant exercise and will be facilitated by the State OEM for plan updates, ideally at the end of the exercise. The AAR should be completed as soon as possible following the deactivation of the State EOC and provided to the State OEM, ideally within one to two weeks. DPC agencies will support all exercises and AARs. Products of these reports are documented and disseminated to relevant stakeholders and partners. If applicable, areas of improvement or a corrective action program will be included with the reports. The document will identify the processes for the corrective action, prioritization of the actions, and tracking of the resolution or improvement.

Section III: Response

1. Alert, Notification, and Plan Activation

The response to an incident may be adequate using only local resources or it may be one that necessitates or warrants a State response. As such, State involvement may be initiated in a variety of ways as various mechanisms are in place to serve as conduits to the request, acquisition, and deployment of State assistance and resources.

Several State agencies continuously operate their own warning points, operational centers, dispatch centers, and/or reporting systems that field requests for State assistance in addition to the daily operating needs. Pursuant to Federal, State, Executive, and Agency-specific protocols, these systems are routinely used for notifications of significant or reportable events and/or to make emergency notifications to State personnel.

These systems are used to communicate internally and externally with higher, lateral, and subordinate stakeholders and emergency personnel. State agencies have a list of New York State Watch Center (NYSWC) Notification Triggers which describes how to initiate, receive, and relay notifications to key decision-makers and emergency personnel.

These systems can also be used to receive and/or make additional alerts or notifications, the decisions of which are made by State Executives or the State OEM Duty Officer as per State and/or agency protocols. Included among these is the NYSWC. State assistance is often provided through these reception points which become more centralized under an overall State response upon activation of the State EOC.

Disasters have the potential to disproportionately impact underserved communities. During a disaster, the State will assess the potential consequences of an impending incident, and the needs of vulnerable populations should be considered. The evaluation may involve gaining insight into vulnerable populations and communities, including those identified as AFN, as well as examining state response measures that could be implemented to assist county and local governments in addressing the disparities faced by certain communities.

As a result of an assessment of the incident, the State response posture may change the posture of the State's response, which includes two levels prior to the formal activation of the State EOC. These are:

Steady State: Normal day-to-day operations and continuous monitoring notification.

- The NYSWC maintains situational awareness of any potential or actual emergency 24 hours per day, seven days a week.
- The State OEM ensures the State EOC is in a state of readiness while conducting day-to-day, Steady State operations.

Enhanced Monitoring:

- Elevated posture may be initiated to meet increased information gathering, sharing, and/or resource support requirements.
- Staffing augmentation of the NYSWC, and/or minimal State EOC staffing, and/or other staffing increases, to support managing information, resources, and consequences beyond Steady State posture.

2. State Response Activation

If the situation cannot be effectively monitored or managed using Enhanced Monitoring, then consideration will be given to formally activating the State EOC. In doing so, the capabilities that will be needed to respond to the potential consequences of the event are identified, and agencies are notified to staff the State EOC virtually or in person using the ESF construct.

Flexibility will be key in activating the ESFs. Not all incidents are the same and not all activations of the ESFs will require the full list of agencies to support the demands of the incident. Therefore, the representation of agencies that will be necessary to support ESFs may vary from incident to incident.

Once the determination has been made to activate the State EOC, the appropriate ESF agencies will be identified and requested to send a representative to the State EOC. Depending on the situation, agencies may need to send additional representatives to support multiple ESFs. In spontaneous events, agencies will be notified via the State OEM Notification System, as appropriate. In preplanned events or notice events, the agencies would be summoned via electronic or hardcopy correspondence. A Multi-Agency Coordination (MAC) group conference call would be conducted prior to, or in response to, a large-scale event and activation of the State EOC.

The State EOC maintains three activation levels. The identification and depiction of these levels is based on the consequences of the event, the resources needed to effectively respond to the incident, and the State operating structure necessary to effectively manage the incident. These levels may be coincident with activation of Agency Department Operations Centers (ADOCs), the deployment of State OEM Regional Staff, or deployment of the State Incident Management Team (IMT). These levels are:

Level 3 – Limited Activation:

- This level may be initiated to meet multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include several State EOC command and general staff positions, a select number of State ESFs, and initial representation from federal partners.

Level 2 – Partial Activation:

- This level may be initiated to meet increasing multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, multiple State ESFs, and additional representation from federal partners.

Level 1 – Full Activation:

- This level is initiated when it is necessary to meet significant multi-agency coordination requirements for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, most or all of the State's ESFs, and a federal/State Unified Command element.

It is at this point that State ESF Coordinating Agencies will likely interface with their corresponding Federal ESF lead agencies, if activated. In addition, this is likely the time when a State Coordinating Officer (SCO) will be designated to work in unison with the Federal

Coordinating Officer (FCO), as identified. The SCO and FCO will be in continuous communication either virtually or at the State EOC until a Joint Field Office (JFO) is established.

3. Warning and Emergency Information

Public outreach activities and emergency information is provided on the DHSES website, which is public facing and available to all populations. The website provides information about specific threats, appropriate preparedness measures, and actions to mitigate these threats including protective actions the general public can take. The website can be accessed in the top 12 languages spoken by LEP individuals and provides safety tips, awareness, and provides key information to assist individuals in the immediate aftermath of a disaster.

Article 2-B states that local governments are responsible for providing public warning to their populations. Although this capability is implemented at the local level, the State is prepared to assist in the distribution of emergency alerts, warnings, and relevant information to the public that may be affected by an actual or imminent emergency. Additionally, the State will engage with relevant stakeholders and platforms so that the communication reaches all communities within the impacted areas, including vulnerable and at-risk groups, as needed to support local government efforts. If needed, the State will establish a JIC which will serve as the sole source of official public information regarding all incident activities (federal, State, local). The Joint Information System (JIS) will provide a forum for the coordinated release of all information and will include a response to public inquires and rumor control. JIC operations will be coordinated as stated in the Emergency Public Information Appendix to the State CEMP.

When implementing a public warning system, the aim is to improve and enhance warnings to reach the whole community. Effective public warnings or alerting may require the use of multiple alerting systems in order to reach the greatest amount of people, including the general population, at-risk and vulnerable populations, and underserved communities. Federal, State, local, territorial, and tribal agencies in NYS have the opportunity to obtain Integrated Public Alert and Warning System (IPAWS) alerting authority. IPAWS is internet based and key to issue an EAS, WEA, or NOAA radio alert. Public warning system operations will be coordinated as stated in the Public Warning Annex to the State CEMP.

Local governments in New York also continue to operate locally controlled public warning systems. Local public warning methods may include a mass notification system, a landline telephone notification system, or a mobile app-based notification system. Most of the counties in New York State have adopted NY-Alert and IPAWS as a backup to their general population alert and warning system. The full details of this program, its design, and rules of use are beyond the scope of this plan.

The State has recognized that in some cases, a hazard may impact local government's capability to initiate its alert and warning system. To compensate, State OEM has developed procedures to support the remote activation of NY-Alert and IPAWS at the request of an authorized user when they are unable to do so. State and Federal partners may assist local governments if an emergency is widespread, beyond its capabilities, or if backup, coordination, and/or redundancy is needed.

4. Direction and Control of the Response Organization

The State endorses the development of one response organizational structure that will include all responding agencies. State agencies and ESFs will be organized under the framework of the NIMS ICS as required by the New York State Executive Order 26 of 1996 and 26.1 of 2006, and

the HSPD-5. As such, a variety of direction and control components may be utilized to manage and coordinate the State's resources in an efficient and effective manner and to provide the interoperability between the local and federal response organizations.

The following is a description of the major components of the State's response organization. The operational plan for each individual ICS Section can be found in the State EOC operational and ESF checklists, as amended.

State Coordinating Officer (SCO)

After a Presidential declaration of an emergency or major disaster, the Governor shall designate the SCO to coordinate State and local disaster assistance efforts with those of the federal government (44 CFR § 206.41). The SCO has the overall responsibility for the coordination of State resources and federal assistance in support of the State and local response to the incident. Typically, the Commissioner of DHSES or the Director of State OEM is designated as the SCO, however, the Governor may designate another individual based on the type of incident.

Command and Multi-Agency Coordination / Executive Policy Group

Unified State response and short-term recovery activities will be coordinated through the State EOC. In smaller incidents, such as those that warrant Enhanced Monitoring, the State's response will be coordinated by State OEM, on behalf of the Chairman of the DPC or by a State agency in those events where responses are discipline-specific to the agency. This authority may be delegated to others utilizing ICS principles. In larger incidents, the State may utilize a Unified Command structure to manage the State's response. Agency representation in a Unified Command will be based on the hazard and the impact on the state. Further, for incidents warranting a Level 3, Level 2, or Level 1 response, the State will bring together a MAC group to define the executive policies in coordinating the State's response.

The MAC group will be comprised of executive-level agency representatives of the State DPC or individuals who have been delegated the authority to speak on behalf of their agency. The MAC group will serve as a policy-making authority in the State's response and will provide the executive direction in the following:

- Developing incident goals;
- Prioritizing incidents;
- Ensuring agency resource situation status is current;
- Determining specific incident and agency resource requirements;
- Allocating resources to incidents based on priorities;
- Resolving issues of agency overlap;
- Anticipating future agency/regional resource needs;
- Communicating MAC direction back to agencies/incidents; and,
- Providing necessary liaisons with other coordinating facilities and agencies, as appropriate.

The agencies that will be represented in the MAC group will be based on the type of incident and the statutory obligations of the agencies involved. As such, individuals designated to serve on the MAC group should have in-depth agency-specific knowledge, experience in technical and/or content areas, possess the authority to make agency decisions, and have direct access to top department or agency executives. Additional agencies may be added to the MAC group, as needed.

The Executive Policy Group includes the Governor, members of the Executive Chamber, and key State agency executives that may be deployed to the impacted region(s) to communicate with regional State representatives and local elected officials. This group brings together State leadership in a combined effort to better assess local needs, and to expedite State response activities during an incident. Overall, its purpose is to ensure that State agencies respond expeditiously to operational assignments, and to ensure that the State EOC has a complete picture of agency activities and resource deployments.

MAC policies and strategies will be disseminated by State OEM Executive staff and the State EOC manager to the response organization via briefings, action plans, electronic media, or other means as appropriate. Activities and tactics conducted in support of the MAC will be coordinated through the activated ESFs, agency representatives, and to forward locations (i.e., ICP - Incident Command Post) where State agencies are operating.

Agency Intergovernmental Affairs Representatives

The Governor's Office has established Regional Representatives in the field that are actively engaged in day-to-day emergency preparedness issues. These representatives work in coordination with DHSES Regional Staff members and elected officials at the county and local level.

During an incident, the Governor's Regional Representatives will work closely with local elected officials in the impacted area(s) to address local needs and concerns regarding the State response. The Governor's Regional Representatives provide communication and coordination to an Intergovernmental Affairs staff member at the State EOC.

The Intergovernmental Affairs Liaison Function serves as the focal point to address State and local issues and concerns from local elected leaders. The Intergovernmental Affairs Liaison maintains close communication and coordination with the Executive Chamber to address such issues and coordinates with the State OEM Executive to respond to incident needs, as appropriate.

Command Staff Positions

Safety

- A Safety Officer may be appointed to assess hazardous and unsafe conditions associated with the operation of the State EOC. This position will likely be staffed in the State EOC for Level 2 or Level 1 activations. While this position may be staffed by a small number of individuals, DPC agencies may be called upon to provide technical expertise in a specific subject to support the Safety Officer. The Safety Officer of the State EOC has no responsibility for the field activities. The identification and use of a Safety Officer in the field will be at the discretion of the command structure in place at the ICP.

Legal

- A Legal Officer may be appointed in the command element to address any potential legal issues associated with the response and short-term recovery. This position will be staffed at the Level 2 or Level 1 activation level, or other levels, as warranted. Further, this individual will work in unison with the ICS structure in place, primarily in support of the MAC, if established. The Legal Officer will coordinate and address legal issues that may arise with counsel from other State agencies, as appropriate.

Public Information / Joint Information Center

- A JIC may be established in conjunction with other State agencies through the activities of ESF #15 and in coordination with the Governor's Communications Office (Press Office). The JIC will serve as the sole source of official information regarding all incident activities (federal, State, local). The JIC will provide an accessible forum for the coordinated release of all information. Public Affairs staff from DPC agencies will be utilized to support the JIC, as appropriate. JIC operations will be coordinated as outlined in the Emergency Public Information Appendix to the State CEMP.

General Staff Operations and Emergency Support Functions

State response operations will be coordinated from the State EOC. When activated, the State EOC's coordinative functions are managed by the State OEM. Should the State EOC become unusable, operations may relocate to an alternate State EOC. The State also possesses regional offices and several other identified sites that can be used as alternate EOCs to coordinate and support sustained response and recovery operations. The decision to activate an alternate EOC will be based on the situation at that time. State operations may be organized using any and all components of ICS to effectively manage the State's response.

Operations

- For Steady State Operations and Enhanced Monitoring: The OEM Duty Officer or designee is responsible for any resource requests and the coordination with field activities. The State OEM Duty Officer may delegate this responsibility but will be made aware of these missions through the NYSWC or reporting by other State agency liaisons.
- For Level 3, Level 2, and Level 1 Activations: Response activities will be coordinated by the State EOC Manager and Operations Section Chief through the State's ESFs. Branch Directors may be activated to provide coordination for mission/resource support.
- It is possible that during Level 2 or Level 1 activations, the State may utilize field coordinators or ROCs to facilitate on-scene incident management activities. In such cases, the State EOC will serve in a supportive role to activated field components as qualified field coordinators will manage State field operations.

Information and Planning (ESF #5)

- At the State level, coordinating and managing the delivery of information and planning during an emergency fall upon the agencies that comprise the DPC. The main objective for ESF #5 is to minimize the impact on communities by managing and providing timely, reliable, and accurate situational information aimed at informing decision makers and field-level responders.
- ESF #5 will be required to maintain continuous data and information collection and analysis to have accurate and up to date situational awareness. ESF #5 gathers information for the specific purpose of planning, decision-making, developing incident reports, and incident action planning. Activities encompassed within the scope of ESF #5 include:
 - Serve as a focal point for the receipt and distribution of incident information.
 - Coordinate with regional local, tribal, and private sector operations centers and emergency management organizations to facilitate the flow of situational information.
 - Collect, process, analyze, and distribute critical information that guides response and short-term recovery activities.
 - Through scientific and approved/official sources, provide characterization of storm severity, impacts, forward speed, and cascading effects.
 - Make estimates and predictions on chemical, radiological, or toxicological exposures.

- Collect and summarize damage assessment data and track local response activities, emergency declarations, and impacts.
- Coordinate incident planning in the State EOC including development of information products such as briefings, status board, and reports, and maintain legacy files and records.
- In accomplishing its mission, ESF #5 will work closely with other State ESFs and credible sources to provide situational status updates to guide incident action planning activities by the State EOC Command Staff and the MAC group. In larger events, multiple agencies may be called upon to support the section in varying capacities. As such, additional agencies may be requested to support reporting requirements and/or serve as agency-specific technical specialists (i.e., fire behavior, environmental) to support ESF #5. Lastly, ESF #5 has the primary responsibility to coordinate the production and distribution of the State EOC Leadership Brief (SLB) with the activated ESFs and ADOCs, as appropriate.

Logistics (ESF #7)

- At the State level, logistics is organized under the mission of ESF #7. Responsibilities of ESF #7 may include efforts such as donations management, locating, procuring, and issuing resources (i.e., supplies, office space, office equipment, fuel, contracting services, personnel, heavy equipment, and generators), and providing direct and active support for emergency response and recovery efforts during the initial response and following the disaster. Maintaining records and systems that track the available and committed resources involved in disaster response will be accomplished by ESF #7. It will also monitor costs and vendor research associated with the disaster response including costs of purchasing or contracting goods and services, transportation, and above normal staffing and lodging.
- ESF #7 will work in close coordination with the Finance Unit for acquiring resources through emergency purchases or contracts. Large logistical operations, including mobilization center(s) and distribution site operations will be managed as identified in the Logistics Annex to the State CEMP.

Finance Unit

- The Finance Unit will serve as the official source in reviewing and authorizing emergency purchases and contracts with other parties, including the private sector and federal officials. The Finance Unit will serve as the oversight in documenting response-related costs that have been incurred as a direct result of the emergency or disaster.

Area Command/Regional Operations Centers (ROC)

In the event where multiple incidents are occurring, the State may establish an Area Command or ROCs to coordinate State response and short-term recovery activities. In coordination with the goals and objectives established by the MAC group, the Area Command/ROC will coordinate the development of individual incident objectives and strategies in support of the local response, as well as establish priorities and allocate critical State resources in the region where local response is being supported by that Area Command/ROC.

New York State's risk profile includes the potential for incidents to surpass municipal or county borders, resulting in a larger regional incident. In catastrophic instances, the impact upon one or more local or county governments may be of such magnitude that they choose to delegate incident management to another authority. In such an instance, the State may establish an Area Command which provides coordination and incident management for all resources operating within the affected region.

State Incident Management Team (IMT)

The State IMT is coordinated by the State OEM and is comprised of personnel from various State, county, and local entities that are trained and experienced in Type II All-Hazard Incident Management. The State IMT is a State resource under the DPC that is designed to assist emergency management and incident command personnel in ensuring a prompt, efficient, and organized response to emergencies and disasters by providing a team of personnel who are highly trained in advising on the implementation of ICS or in establishing and implementing ICS.

The capabilities of the State IMT enable it to have the training, background, and experience to be flexible enough to effectively function in many situations, including a field assignment at an ICP or at local, county, or State EOC. Team members have significant experience in both ICPs and EOCs for large incidents and disasters. Given this flexibility, the State IMT is capable of providing assistance to an impacted local and/or county government while providing the coordination and interface with national IMTs and the State EOC, as required. In addition, the State may utilize the capabilities of other state IMTs via the Emergency Management Assistance Compact (EMAC).

Local Emergency Operations Center (EOCs)

As needed, local EOCs will be activated by the county emergency manager and/or the chief elected official of that jurisdiction. State agency staff can be utilized to support an activated EOC via working through their respective regional offices or assigned to that EOC through the command structure in place at the State level. Many State DPC agencies utilize regional offices, and provide support to local EOCs, as appropriate. In most cases, DPC regional staff will serve as a conduit for requests and coordination between the State and local levels during an emergency. In large events, regional staff may fall back and support the IMT, if deployed, or may support an Area Command/ROCs.

Agency Departmental Operations Centers (ADOCS)

State agencies incorporate the use of ADOCS to assist in coordinating resources in support of State response activities. The ADOCS are agency-specific centers that serve as the focal point for a State agency to respond to agency-specific resource requests. They directly control the resources that fall under the purview of that agency. The ADOCS include their own agency-specific ICS structure to manage their supplies, equipment, personnel, and situational information in support of the overall incident management structure.

5. Resource Management

Any request that is submitted into the State EOC will first be entered into the NYS Incident Management Software System New York Responds (NYR). New York State currently uses NYR to submit and share vital disaster-related information with local governments and State agencies. NYR tracks incident reports and resource requests with real-time tracking of assets.

The State EOC Manager, Deputy EOC Manager, or Mission Assignment Specialist must then approve or deny with justification the request that has been submitted. If it is determined that the request will be denied, then the requester will be notified. In some instances, additional information may be needed for the request.

If the request is approved, then the request will be assigned to the Operations Section Chief (OSC) or ESF #7 Logistics. Once the request is assigned to the Operations Section Chief, the request is passed onto the appropriate Branch Director and ESF for completion.

If the resource request is actionable by the ESF, then the ESF will carry out the mission and provide coordination within the area of operation. If some or all elements of the mission are not actionable by the ESF, then the OSC will provide coordination across the Branch Directors and other ESFs, including ESF #7 Logistics. If none of the mission or resource request elements are actionable by any State ESFs, then ESF #7 will coordinate with FEMA, EMAC, or consider other procurement options as necessary to satisfy the mission.

A chart delineating the State EOC mission flow process can be found in Attachment 2: *NYS EOC Mission Flow Chart*.

Operations Section

The Operations Section is responsible for all tactical incident operations and implementation of operational plans applicable to the incident. The State ESFs are located under the Operations Section in the State EOC.

Operations Section Chief

- The Operations Section Chief (OSC) reports to the State EOC Manager and is responsible for the management of all operations directly applicable to the incident. The OSC directs the preparation of operational plans, requests, and releases resources from ESFs, monitors the operational progress of each ESF, and makes actionable changes, as warranted. The OSC will coordinate requests for assistance with ESFs for resource assignment and asset deployment.
- The OSC will evaluate and monitor operations and adjust, as needed. The OSC is responsible for communicating and maintaining tactical and ESF situational awareness of both the State EOC and field operations. The OSC coordinates and consults with the Planning Section Chief, Safety Officer, Logistics Section Chief, ESF Coordinating Agencies, and technical specialists on implementation of appropriate strategies and selection of tactics to accomplish incident objectives.

Operational Branches and Branch Directors

- The Branch Director, when activated, is under the direction of the OSC and is responsible for the functional branch they are assigned. The Branch Directors will supervise branch operations and are responsible for coordinating the ESFs within one of the three operational branches they are assigned to. The Branch Director is responsible for resolving any issues or logistical problems reported by the ESFs, report to the OSC on branch operations, and provide the OSC with alternate tactics/operations identified by the ESFs to accomplish incident objectives.
 - Infrastructure Branch:
 - ESF #1 Transportation;
 - ESF #2 Communications;
 - ESF #3 Public Works and Engineering; and,
 - ESF #12 Energy.
 - Public Safety Branch:
 - ESF #4 Firefighting;
 - ESF #9 Search and Rescue;
 - ESF #10 Oil and Hazardous Materials Response; and,
 - ESF #13 Public Safety and Security.
 - Health and Human Services Branch:
 - ESF #6 Mass Care, Emergency Assistance, Housing, and Human Services;
 - ESF #8 Public Health and Medical Services; and,
 - ESF #11 Agricultural and Natural Resources.

- If conditions in the State EOC warrant the implementation of a Branch Director to maintain a manageable span of control, each ESF will be required to coordinate its operations under the direction of the appropriate Branch Director.

ESF Coordinating Agency and Member Agencies

The ESF Coordinating Agency reports to the OSC or the appropriate Branch Director, when activated. The ESF Coordinating Agency is responsible for the overall coordination and management of the ESF. The ESF Coordinating Agency reports work progress, resource status, and other important information to the OSC or Branch Director, when activated.

The ESF Member Agencies report to the ESF Coordinating Agency. The ESF Member Agencies are responsible for working collaboratively with the Coordinating Agency and provide support in all tasks, missions, and assignments to accomplish incident objectives. Member Agencies report work progress, resource status, and other important information to the ESF Coordinating Agency.

State integration is only identified in ERF #2 Human Services, Case Management, and Temporary Assistance. Possible State linkage, either by agency or ESF, is noted below should additional Federal integration and coordination be requested.

6. Roles and Responsibilities

The Role of the Disaster Preparedness Commission

- Incidents for which the Governor Declares a State Disaster Emergency

The DPC directs and coordinates the State's response and short-term recovery from incidents in New York State following the declaration of the State Disaster Emergency by the Governor. If a Presidential emergency or disaster declaration has been made, the SCO coordinates all State response and short-term recovery activities for the DPC.

- Incident Coordination in the Absence of a State Disaster Emergency Declaration

In the absence of a State Disaster Emergency Declaration, the Director of State OEM will ensure the establishment of a MAC group to facilitate the coordination of the State's response and/or mobilization efforts using the organizational framework outlined in this Plan. The Director of State OEM will direct the coordination of non-disaster incidents and/or pre- and early incident mobilizations for all incidents due to their complexity and/or involvement of multiple agencies or levels of government.

DPC agency representatives will participate in the State's response by coordinating the deployment of the resources of their agency. Under DPC agency representative direction, agencies will respond under the overall State response structure. This will include responsibilities during an activation in which individual agencies are represented or with the activation of the State ESFs.

State Emergency Support Functions (ESFs)

The State has created 14 ESFs to support preparedness, response, and recovery efforts within the state. The ESFs that are activated in support of the State response will collectively utilize the resources available to them pertinent to the operation in three key areas: Situational Awareness, Resource Management, and Strategic Planning.

ESF Coordinating Agencies will manage such actions within the group to effectively respond to the demands of the incident. ESF Coordinating Agencies will manage ESF actions based on overarching policies and authorities, statutory or otherwise, as outlined in each ESF annex, any functional or hazard-specific annex to the State CEMP, and those objectives established by the MAC group.

Activation of the ESFs is not automatic. As an incident expands in scope and/or magnitude and significant State resources are needed or anticipated, the State ESFs can be activated at the State EOC as part of the Operations Section, as needed. Each ESF is comprised of representatives from multiple State agencies, depending upon the scope of the ESF's responsibilities. Each ESF has protocols to guide their actions during an incident. The ESFs are:

- ESF #1 – Transportation

The mission of ESF #1 is to coordinate resource support and assistance for the State's transportation systems and infrastructure during an event of incident response, which includes all modes of transportation that may be impacted. Overall, ESF #1 is responsible for transportation response, information and planning, debris clearance, damage assessments, restoration of transportation infrastructure, and management of the Area Transportation Infrastructure Groups (ATIGs). The mission of ESF #1 also includes air operations support, which is managed by the Air Operations Group. The ESF #1 Coordinating Agency is the Department of Transportation (DOT).

- ESF #2 – Communications

The mission of ESF #2 is to coordinate the reestablishment of the critical communications infrastructure, facilitate the stabilization of systems and applications, and coordinate communications support to response efforts. Its role includes establishing emergency communications between public safety agencies at all levels of government. The ESF #2 Coordinating Agency is the DHSES Office of Interoperable and Emergency Communication (OIEC).

- ESF #3 – Public Works and Engineering

The mission of ESF #3 is to quickly and efficiently provide coordination, technical assistance, engineering expertise and debris and construction management to protect public works and critical infrastructure. The ESF #3 Coordinating Agency is the Department of Environmental Conservation (DEC).

- ESF #4 – Firefighting

The mission of ESF #4 is to coordinate effective response efforts in support of detection and suppression of wildland, urban fires, and wildland/urban interface fires. ESF #4 will support fire-based assets in response to Chemical, Biological, Chemical, Biological, Radiological, Nuclear, and high yield Explosives (CBRNE) events with ESF #10. The ESF #4 Coordinating Agency is the DHSES Office of Fire Prevention and Control (OFPC).

- ESF #5 – Information and Planning

The mission of ESF #5 is to facilitate and support multi-agency planning and coordination for incidents requiring activation of the State EOC. ESF #5 gathers information for the specific purpose of planning, decision-making, developing incident reports, and incident action planning. The ESF #5 Coordinating Agency is DHSES OEM.

- ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services

The mission of ESF #6 is to support and facilitate coordination of Mass Care, Emergency Assistance, Housing, and Human Services for impacted communities throughout the state during response and short-term recovery of an incident. ESF #6 will coordinate these vital services to minimize impacts on affected populations. The ESF #6 Coordinating Agency is the DHSES-IA and DHSES OEM.

- ESF #7 – Logistics

The mission of ESF #7 is to direct and coordinate logistics for comprehensive incident management. Responsibilities of ESF #7 may include efforts such as donations management and locating, procuring, and issuing resources. ESF #7 will provide direct and active support for emergency response and recovery efforts during the initial response and following the disaster. The ESF #7 Coordinating Agency is DHSES OEM.

- ESF #8 – Public Health and Medical Services

The mission of ESF #8 is to coordinate response activities during a public health or medical emergency requiring activation of State EOC. ESF #8 will direct and oversee response to public health emergencies, emergency medical services operations, fatality management, and disease surveillance. The ESF #8 Coordinating Agency is the New York State Department of Health.

- ESF #9 – Search and Rescue

The mission of ESF #9 is to manage and coordinate the activities associated with the deployment of search and rescue resources to provide specialized lifesaving assistance. The ESF #9 Coordinating Agency is the DHSES OFPC.

- ESF #10 – Oil and Hazardous Materials Response

The mission of ESF #10 is to coordinate support in response to an actual or potential discharge of oil and/or hazardous materials. ESF #10 will support CBRNE response and decontamination and coordination of storage, treatments, and disposal of hazardous materials, including contaminated debris. The ESF #10 Coordinating Agency is the DEC.

- ESF #11 – Agriculture and Natural Resources

The mission of ESF #11 is to coordinate functions designed to protect the State's food supply, plan for and respond to plant and animal pest and disease outbreaks, ensure the safety and well-being of agricultural animals, and support the protection of natural, historical, and cultural resources and properties. The ESF #11 Coordinating Agency is the Department of Agriculture and Markets (DAM).

- ESF #12 – Energy

The mission of ESF #12 is to facilitate the restoration of damaged energy systems and components. ESF #12 will be used to support the State's response during a disaster when there is a negative impact to any of New York State's energy supply including petroleum products, coal, electricity, and natural gas. The ESF #12 Coordinating Agency is the Department of Public Service (DPS).

- ESF #13 – Public Safety and Security

The mission of ESF #13 is the coordination of security services to protect citizens throughout New York State. ESF #13 will provide law enforcement augmentation, support traffic and access control points, and provide evacuation assistance. The ESF #13 Coordinating Agency is the Division of State Police (DSP).

- ESF #14 – Reserved for future use.

- ESF #15 – Externals Affairs

The mission of ESF #15 is to coordinate and distribute all State-level public information for an emergency or disaster situation, including the establishment and management of a JIC. The ESF #15 Coordinating Agency is the DHSES Public Information Office (PIO).

State Incident Management Team (IMT)

The State IMT is generally available to deploy throughout New York State within several hours of a request. The team, experienced in all ICS Command and General Staff functions, will arrive ready to provide support and assistance to the requesting jurisdiction. The requesting jurisdiction will retain ultimate authority through the duration of the incident while the IMT provides management assistance on its behalf. The requesting jurisdiction may choose to delegate responsibility for the management of the incident to the State IMT through a formal delegation of authority.

7. State/Federal Coordination

The State incident management system, as defined in this plan, will be utilized to identify and prioritize response objectives that are of concern to the State. The SCO will utilize the NIMS structure to identify, support, and/or integrate State on-scene and/or DPC Coordinators with the local incident management system Unified Command. This will assist with the coordination necessary to accomplish State objectives with local, area, or regional Incident Management Systems.

The use of the NIMS response structure will assist with necessary strategic planning, incident specific organizational structure(s), and logistical, technical, financial, and operational support to accomplish identified objectives with local, area, and/or regional incident command systems. When necessary, prioritization and/or identification of State response objectives or resource allocations will be strategically coordinated by the SCO, MAC group(s), and/or supporting structures utilizing the NIMS framework as indicated in this plan.

Generally, federal resource support and assistance is not instantaneous. ESFs are the primary means through which the federal government provides assistance to the State and serve as the coordination mechanism to provide assistance to State, local, and tribal governments, or to federal departments and agencies conducting missions of primary federal responsibility. ESFs were first established in the Federal Response Plan and carried forward to the NRF as the mechanism to group federal capabilities and resources into the functions that are most likely

needed during actual or potential incidents where a federal response is required (e.g., Transportation, Firefighting, Public Health, etc.).

Community Lifelines

Community lifelines emerged in the NRF (2019 version). Response efforts are ultimately aimed at stabilizing an impacted community, and the lifelines that support the affected population. Figure 2 below identifies the eight community lifelines: Safety and Security; Food, Hydration, Shelter; Health and Medical; Water Systems; Energy (Power & Fuel); Communications; Transportation; and Hazardous Material.

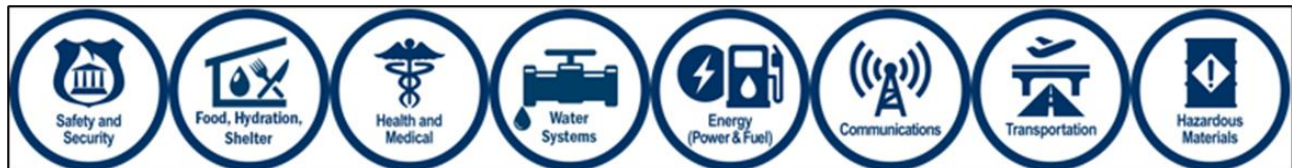


Figure 2: Community Lifelines (2023)

The eight community lifelines represent only the most basic services a community relies on and which, when stable, enable all other activities within a community. The ongoing assessment of these lifelines helps to reframe incident information to provide decision makers with root cause and impact analysis.

The impact of a hazard may have different consequences for vulnerable communities that rely upon these lifelines. New York State acknowledges that an incident's impact may exacerbate problems some populations may already have in their daily lives and must consider this when assessing and reporting response activities based on FEMA's Community Lifelines. The impact to certain lifelines and lifeline components warrants extra attention to protect and support socially vulnerable populations by ensuring they have access to basic needs, such as food, hydration, sheltering, access to public health services, banking services, mass transit, and accessibility to public alerts.

Emergency Support Function Construct

Response efforts from the State ESFs are linked to the State's Critical (Core) Capabilities. The delivery of the Critical Capabilities helps to stabilize a community and support an effective response. When operating in New York State, Federal ESFs possess the same attribute and help to support the implementation of Core Capabilities. Together, this construct maximizes the effectiveness of federally supported, State managed, and locally executed response activities.

Each ESF is composed of a Coordinating Agency and Member Agencies, which align with the primary and support agencies in the NRF. The NRF identifies primary agencies based on authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in each functional area. Additional discussion on roles and responsibilities of ESF coordinators, primary agencies, and support agencies can be found in the introduction to each of the ESF annexes to the NRF.

Should a significant incident occur on a national level, depending on the severity and location, the State EOC may not activate, or may activate with or without ESFs. It is possible that the incident can be adequately addressed by the impacted state and/or DHS and other Federal agencies through the activation of certain NRF elements (i.e., Principal Federal Official) without the activation of ESFs. Similarly, operational security considerations may dictate that activation of NRF elements be kept to a minimum, particularly in the context of certain terrorism prevention

activities. The federal response to actual or potential incidents will likely be provided through the partial or full activation of the ESF structure as necessary. The ESFs provide staffing for the National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), JFO, and ICP, as warranted.

Under the current State EOC response construct, the State ESFs will interoperate and coordinate directly with their Federal ESF partners. This allows for more efficient communication, managing resource requests, and reporting between New York State and the federal government during major events and disaster emergencies. The lines of coordination between the State ESFs and Federal ESFs will likely occur during State EOC Level 1 activations.

Unified Coordination

To help deliver federal support or response capability at the incident level, coordinating structures are aligned to incident-level structures. In incidents warranting or necessitating a federal response, DHS/FEMA will establish a Unified Coordination Group (UCG) composed of senior leaders representing State, tribal, territorial, insular area, and federal interests and, in certain circumstances, local jurisdictions, the private sector, and NGOs. Unified coordination is typically directed from a JFO and may be established at the State EOC prior to JFO activation. The composition of the UCG varies from incident to incident, depending on the scope and nature of the disaster. The UCG does not manage on-scene operations but supports on-scene response efforts and conducts broader support operations that may extend beyond the incident site.

Figure 3 on the next page shows an example of a unified coordination organization that might be employed in response to a major incident, such as a terrorist attack. It includes federal agencies that conduct on-scene, tactical-level activities based on statutory authority, that would work in conjunction with their counterpart local, State, tribal, territorial, and/or insular area government agencies, to manage the incident.

ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents where federal departments or agencies request DHS assistance or under other circumstances as defined in HSPD-5. ESFs may also be activated by the ESF Coordinating Agencies. The ESF structure provides a modular structure to identify the precise components that can best address the requirements of the incident.

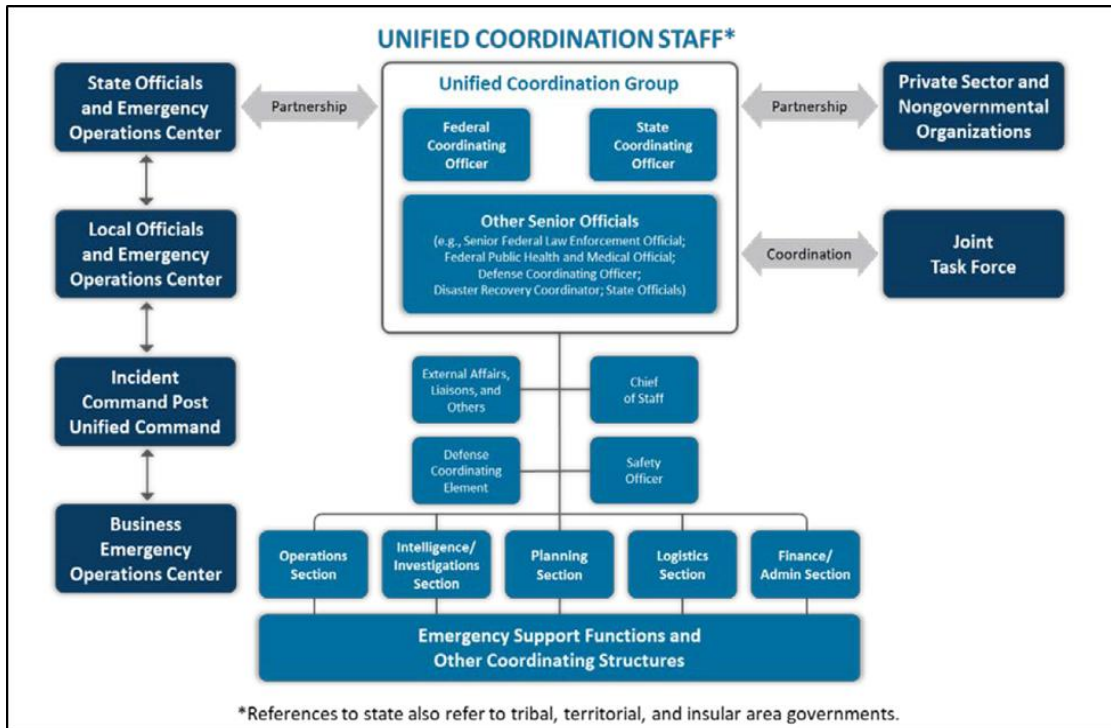


Figure 3: Example of State/Federal Unified Coordination Group – National Response Framework 2019 (current).

Federal Support Without a Stafford Act Declaration

Most incidents will not result in a federally declared disaster under the Stafford Act. Some incidents may occur that require a coordinated national response absent a declaration, including pre-landfall operations for hurricanes, or responses to oil/hazardous materials spills. In such cases, the President may designate, or the federal agencies involved may agree to recognize an agency to serve as the Lead Federal Agency (LFA) for the response. The LFA typically activates the response structures appropriate to its authorities and employs NIMS and the NRF to coordinate the federal response. Details regarding federal operations for non-Stafford incidents are contained within the relevant statutes, policies, and plans. Federal ESFs may be activated and deployed to help manage any response in support of the LFA.

Federal Response with a Stafford Act Declaration

The Governor can request federal assistance under the Stafford Act, which authorizes the President to provide financial and other assistance to the State. While federal assistance under the Stafford Act may only be delivered after a declaration, FEMA may pre-deploy federal assets when a declaration is likely and imminent. The Stafford Act provides for two types of declarations:

- An emergency declaration is more limited in scope than a major disaster declaration, involves fewer federal programs, and is not normally associated with recovery programs. However, the President may issue an emergency declaration prior to an actual incident to lessen or avert the threat of a catastrophe. Generally, federal assistance and funding are provided to meet specific emergency needs or to help prevent a catastrophe from occurring.
- A major disaster declaration provides more federal programs for response and recovery than an emergency declaration. Unlike an emergency declaration, a major disaster declaration may only be issued after an incident.

Section IV: Short-Term Recovery

1. Overview

There is no clear delineation of when disaster response activities transition into short-term recovery activities. As with all disaster and emergency-related activities, any transition to a new phase will be dependent upon the needs of the response and the identified needs of the individuals/communities affected. In general, disaster response addresses the immediate aftermath and life safety issues of a disaster or emergency, while short-term recovery activities begin as the need for immediate life-saving activities diminishes. At times, these phases will often overlap with one another.

The scope of the State's involvement with disaster recovery activities will expand with the level of severity of the disaster. It is understood that a disaster that did not warrant a State or Federal Disaster Declaration could most likely be handled at the local level, using existing local and State programs and resources. As the scope of the disaster increases, and as the financial impact grows beyond the ability of local government to absorb within existing resources, the level of active participation by State and federal programs and personnel will increase.

A variety of forces may influence the direction of the recovery process. The State of New York will endeavor to assist local governments, businesses, and citizens in recovering from the impacts of any emergency, where possible. Hazard mitigation measures may be incorporated into recovery activities to lessen the impact of reoccurrence, or to eliminate the likelihood of a reoccurrence. Mitigation speeds recovery and is key to decreasing the time it takes to rebuild and recover after a disaster. Long-term hazard mitigation planning and projects enable communities and individuals to break the cycle of disaster damage, reconstruction, and repeated loss.

In the recovery process, it is essential to integrate principles that respect and value all individuals at every possible opportunity. Disasters tend to expose the most vulnerable of the populations, especially low-income, underrepresented, and at-risk communities. Local governments must continue to identify barriers that excludes different communities and explore their histories to help determine how to overcome those barriers. This is why it is essential to include diverse local stakeholders when analyzing vulnerabilities, identifying risk, and incorporating mitigation in the recovery process. Local governments must actively participate in reducing risk and work to improve resiliency and determine where they may need additional resources and external assistance from the state and/or federal governments.

Emergency response operations include a variety of measures that are taken to protect public health and safety. As the incident begins to transition from the response phase to the recovery phase, the focus begins to shift to rebuilding a community and demobilizing State response activities and resources. The recovery process typically includes both short-term and long-term actions that can be taken to restore a community to pre-disaster state, or better. Short-term recovery activities include those actions that can be taken to restore essential services and sectors that are vital to a community. Long-term recovery actions include rebuilding and capital programming efforts while incorporating mitigation measures into the recovery process. The following identifies the actions the State will take in managing short-term recovery efforts. Long-term recovery efforts can be found in Volume 3 of the State CEMP, *Long-Term Recovery Plan*.

2. Utilizing the Response Structure

Situational Information

The State's response organization will be instrumental in initiating the short-term recovery process. Situational assessment will assist emergency managers and decision makers with incident management decision-making utilized in the transition of response to short-term recovery phases. In addition to the reporting structures that will exist, a variety of data collection points can be utilized to begin collecting data for the recovery process. These collection points include information obtained via:

- The Situation Unit;
- The MAC group, if established;
- ESFs;
- Area Commands/ROCs or the IMT, if deployed;
- State OEM Regional Offices and other State agencies;
- DHS/FEMA Watch Center or fusion center;
- NYR; and,
- Media sources and outlets.

The information obtained from all the reporting mechanisms will be captured by the Situation Unit in the State EOC. A Disaster Recovery Specialist may be assigned to the Documentation Unit to begin collating the information for State programs and a potential Federal Disaster Declaration.

Agencies and Emergency Support Functions Activities

Article 2-B §21(3)(g) requires the DPC to assist in the coordination of federal recovery efforts and to coordinate recovery assistance by State agencies and private entities. To assist in the recovery efforts, the DPC may assign responsibilities to State agencies that are above and beyond an agency's normal, day-to-day obligation. The delineation of these activities will be coordinated through the MAC group to the activated ESFs, agency liaisons, and departmental operations centers, as appropriate.

The annexes developed by each of the ESFs identify short-term recovery measures that would be taken by their respective group. These include the following Operational Branches and their activities:

- Infrastructure Branch:
 - Conduct damage assessments to determine facility and infrastructure damages and status;
 - Provide technical advice and evaluation, engineering services, and contracting for construction management and inspection;
 - Contract for emergency repairs and provides real estate support to assist State agencies in meeting goals related to lifesaving and life-sustaining actions; and,
 - Provide local governments with support and assistance with short-term recovery efforts.
- Public Safety Branch:
 - Provide resource support to local emergency services in establishing and maintaining a state of readiness consistent with generally accepted standards; and,
 - Support post-incident assessments, evaluations, and legal actions resulting from a hazardous chemicals release.
- Health and Human Services Branch:
 - Support a variety of public health-related functions including follow-up epidemiological surveillance, support for accessible health and hospital network

- capabilities, and issuance of public health advisories on health issues that stem from the disaster;
- Provide continuing support for accessible mass care, emergency assistance, housing, and human services, as well as disaster mental health services and the collection of information for reporting victim status and assisting in family reunification; and,
- Provide support for the operation of accessible Disaster Assistance Centers and Disaster Recovery Centers.

Key State agencies, which are represented in each ESF, have a variety of other capabilities and programs that can be administered to support both short-term and long-term recovery. These programs, as well as the appropriate State/Federal funding mechanisms, can be found in CEMP Volume 3: Long-Term Recovery.

3. State Disaster Emergency

Whenever the Governor, on his/her own initiative or pursuant to a request from one or more chief executives, finds that a disaster has occurred or may be imminent for which local governments are unable to respond adequately, he/she shall declare a State Disaster Emergency by executive order.

Whenever the Governor shall find that a disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected jurisdictions, he/she shall make an appropriate request for federal assistance available under Federal law, and may make available out of any funds provided under the governmental emergency fund or such other funds as may be available, sufficient funds to provide the required State share of grants made under any federal program for meeting disaster related expenses including those available to individuals and families (NYS Executive Law Article 2-B § 28).

4. Federal Disaster Assistance

As part of the request for the declaration process, it is necessary to conduct a Preliminary Damage Assessment (PDA). A PDA typically consists of a combined team of local, State, and federal engineers inspecting the damaged facilities and infrastructure and developing an estimate of the cost required to restore the facilities to their pre-disaster condition. The summation of all the individual projects' costs is then used by the State to demonstrate to DHS/FEMA that federal assistance is warranted. If it is determined during the PDA that some applicants have urgent funding needs regarding emergency work, then Immediate Needs Funding (INF) may be provided. Thus, when a major disaster is declared, DHS/FEMA may provide an applicant with up to 50% of the Federal share of the cost of such emergency work and pay those funds within 60 days after the disaster declaration. A PDA is a necessary part of the federal Presidential Major Disaster Declaration request. Many State agencies have the resources and capabilities to support the PDA process. The request and utilization of those resources will be coordinated through the State EOC and ESF #6, with DHSES-IA.

If a disaster escalates to the point of a Federal Disaster Declaration, there are a wide range of federal assistance programs which are made available to help affected municipalities, public and private organizations, and individuals recover from a disaster. The three main assistance programs, Individual Assistance (IA), Public Assistance (PA), and the Hazard Mitigation Grant Program (HMGP), are administered by the State, working with FEMA. The IA program is administered by the FEMA. IA Disaster Unemployment Assistance is administered by the State's Department of Labor. IA Disaster Case Management is administered by DHSES. Other

key federal programs, which originate from various other federal agencies, are administered directly by the federal agencies or by their counterparts at the State level. There are also numerous federal regulations that support short-term recovery efforts regarding IA and PA. It is beyond the scope of this document to reference each program and each implementing regulation.

The primary federal mechanisms for PA are identified in Federal ESF #3 Public Works and Engineering. ESF #3 is structured to provide public works and engineering-related support for domestic incident management to include preparedness, prevention, response, recovery, and mitigation actions. Activities within the scope of this function include pre and post-incident assessments of public works and infrastructure; executing emergency contract support for life saving and life-sustaining services; providing technical assistance to include engineering expertise, construction management, contracting and real estate services; providing emergency repair of damaged infrastructure and critical facilities; and the implementation and management of the DHS/FEMA Public Assistance program and other recovery programs. Implementation and management of the DHS/FEMA Public Assistance program and other recovery programs between and among federal, State, and tribal officials, to include efforts to permanently repair, replace, or relocate damaged or destroyed public facilities and infrastructure, are coordinated as part of the long-term community recovery under the NDRF, which has superseded Federal ESF #14.

5. Governor's Authorized Representative

Following a Presidential Disaster Declaration, federal assistance will be provided in accordance with applicable laws, regulations, and the FEMA/State agreement. In this agreement, the Governor will designate a Governor's Authorized Representative (GAR) who shall administer federal disaster assistance programs on behalf of the State and local governments or other grant or loan recipient (44 CFR §206.41(d)). The GAR must be designated by the Governor; however, this role is typically filled by the DHSES Commissioner and/or Deputy Commissioner of Disaster Recovery Services.

6. Emergency Work and Protective Measures

Certain types of response and short-term recovery activities can be considered as emergency work and eligible for federal reimbursement. Emergency work can be either Category A, which is debris removal, or Category B, which involves emergency protective measures, such as sandbagging, erecting warning devices, and search and rescue. Emergency work should be completed within six months from the date of the disaster declaration.

Under Category A, for emergency debris removal to be eligible for reimbursement, it must eliminate an immediate threat to life, health, and safety, and/or eliminate an immediate threat to improved property and avert or lessen the threat of a major disaster.

Under Category B, the State can utilize a variety of emergency protective measures in responding to an emergency. To be eligible for reimbursement, emergency protective measures must eliminate or reduce an immediate threat to life, public health, or safety. It may also eliminate or reduce an immediate hazard that threatens significant damage to improved public or private property.

7. Demobilization and Response Operations

In most cases, the level of State response activities will have a correlative effect on the level of recovery-related activities. Often, the level of response activity serves as a barometer in determining where the State is in its response to the emergency. During the height of the

response and the “emergency phase,” the State ESFs can expect to support a variety of resource requests and agencies will conduct tactical operations in support of the response organization. As response operations and requests for assistance begin to diminish, recovery efforts begin to be incorporated into operational periods, operational planning cycles, and tactical evolutions conducted in the field.

The collection of information on the status of State response activities will be captured by the Situation Unit. This information will be presented in the reporting process as part of the operational briefings to the agency liaisons, functional branches, the State EOC Manager, and the MAC group, if activated. These reporting processes will assist the Command Staff in deciding the State EOC activation level and agency participation needed to support the State’s response.

If the decision is made to begin demobilizing, the EOC Planning Section will incorporate the use of a Demobilization Unit, as needed, to develop a list of options in demobilizing the State EOC and forward positions that are staffed. The Demobilization Unit would be activated within ESF #5 to coordinate the release of incident resources to their home base or next assignment. Demobilization will be based on incident priorities, objectives, and the tactical needs of the incident. The Demobilization Unit is responsible for the development of the Demobilization Plan and assisting sections/units in ensuring that an orderly, safe, and cost-effective movement of personnel and equipment is accomplished. The Demobilization Unit will coordinate activities with the Command and General Staff, Sections, and the State ESFs. Once approved, the Demobilization Plan will be distributed to all State agency representatives, ESFs, and to ADOCs for implementation.

8. Activation of Recovery Support Functions (RSFs)

During a large-scale disaster, the State ESFs will activate and support the needs of the incident. As the State EOC activation ceases, and the JFO activates, the federal government will transition from ESFs to implement the RSFs. Although the RSF structure builds upon the ESF structure, RSFs are different from ESFs in that they have a different set of mission objectives, time spans, and skill sets.

As the State’s response demobilizes, agencies may reposition to support the RSF structure. As outlined in each ESF annex, the State has aligned the agencies that comprise each of the ESFs into a corresponding role within a State RSF. This alignment is consistent with the Federal RSF construct as warranted in the NDRF. The State CEMP Volume 3: Long-Term Recovery sets the foundation for the State’s RSFs to effectively interoperate with federal disaster recovery components as identified in the NDRF. Standard Operating Guides (SOGs) have been developed to assist State agencies operating in the RSF structure.

Attachment 1: Listing of Hazard-Specific, Functional, and Support Annexes

Emergency Support Function (ESF) Annexes

- ESF #1 Transportation Annex
- ESF #2 Communications Annex
- ESF #3 Public Works and Engineering Annex
- ESF #4 Firefighting Annex
- ESF #5 Information and Planning Annex
- ESF #6 Mass Care, Emergency Assistance, Housing, and Human Services Annex
- ESF #7 Logistics Annex
- ESF #8 Public Health and Medical Services
- ESF #9 Search and Rescue Annex
- ESF #10 Oil and Hazardous Materials Response Annex
- ESF #11 Agriculture and National Resources Annex
- ESF #12 Energy Annex
- ESF #13 Public Safety and Security Annex
- ESF #15 External Affairs Annex

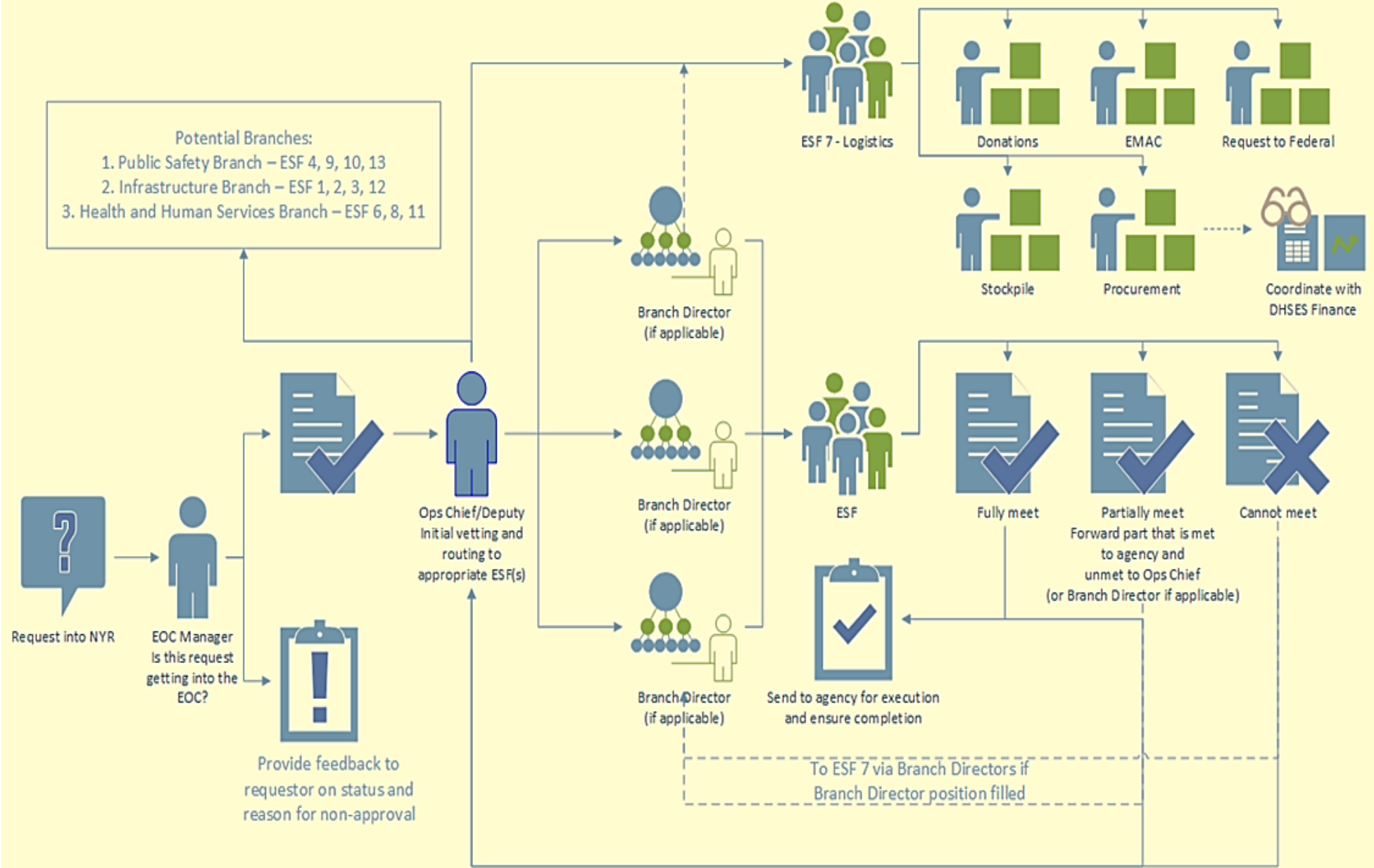
Functional Annexes

- Distribution and Inventory Management Annex
- Emergency Public Information Appendix
- Emergency Repatriation Annex
- Fatality Management Annex
- Logistics Annex
- Mass Care Annex
- Temporary Emergency Animal Sheltering Appendix
- Volunteer and Donations Management Annex

Hazard-Specific Annexes

- Blizzard/Severe Winter Weather Annex
- Coastal Storm Annex
- Drought Management Coordination Annex
- Emerging Infectious Diseases in Non-Human Populations Appendix
- Extreme Heat Annex
- Hazardous Materials Annex
- Pandemic Annex

Attachment 2: State EOC Mission Flow Chart



Attachment 3: State EOC Organizational Chart

NYS EOC Organizational Structure

