

## **Appendix 1**

# **STANDARD OPERATING GUIDE FOR CITY OF BUFFALO EMERGENCY OPERATIONS CENTER (EOC)**

### **A. INTRODUCTION**

1. This Guide is a supplement to the City of Buffalo Comprehensive Emergency Management Plan, Section III - Response, II - Managing Emergency Response (pgs. 18 through 24).
2. The City of Buffalo Emergency Operations Center (EOC), located at Buffalo Fire Headquarters, 195 Court Street (second level), Buffalo, NY, serves as a location where multiple agencies and departments coordinate emergency response and recovery activities for the City in support of on-scene operations.
3. The City's Emergency Services Coordinator is responsible for maintaining the EOC in a state of readiness and providing for its continued operation during an emergency.

### **B. READINESS**

4. The Emergency Services Coordinator maintains at the EOC:
  - a. A current alert notification roster of all government, private sector, and volunteer emergency support services personnel assigned to the EOC (both in hard copy and in the EOC computer system).

- b. A current chart and/or checklist of response activities required during emergencies (both in hard copy and in the EOC computer system).
- c. Current maps and data, including a City map depicting municipal boundaries, main roads and waterways; individual maps all public roads; population and special facility data (both in hard copy and in the EOC computer system).
- d. Current copies of Departments response plans/procedures.
- e. A situation display board for recording and reporting during the progress of an emergency.
- f. A “daily activities” log (both in hard copy and in the EOC computer system).
- g. A current resource inventory (both in hard copy and in the EOC computer system).
- h. EOC space is to be maintained in an emergency operations mode by the Emergency Services Coordinator at all times. During non-emergency periods, the EOC can be used for meetings, training, and conferences.

### C. ACTIVATION

- 5. Initial notification of an emergency is usually received through the 911 emergency system or directly to the City Warning point at 851-4443.
  - a. If the notification comes through 911, the initial responding agency, (i.e. Police or Fire) will determine if the emergency requires response by multiple departments or agencies . If the emergency warrants such response, the initial responding agency will notify the City Warning Point (851-4443) and the warning point will in turn, notify the Disaster Coordinator
  - b. When the notification is received at the Warning Point (851-4443) the Disaster Coordinator and the Emergency Services coordinator will be notified and they will determine the Activation Level of the situation.

6. Each emergency in City of Buffalo may be classified into one of two Activation Levels, according to the scope and magnitude of the situation. Any situation not meeting the activation level requirements considered a controlled emergency which requires no assistance beyond initial first responders.

**Activation Level 1:** Limited emergency situation with some threat to life, health, or property, but confined to limited area or involving small population.

**Activation Level 2:** Full emergency situation with major threat to life, health, or property, involving large population and/or multiple departments or agencies

7. The EOC will be activated according to the designated Activation Level.
  - a. For **Activation Level 1**, partial City EOC staffing will report to the EOC as determined by the Emergency Services Coordinator (or substitute) depending on the type of emergency
  - b. For **Activation Level 2**, the full City EOC staffing will report to the EOC. A staffing list from each department is provided to the Emergency Services Coordinator on a yearly basis and as changes occur.
8. In every situation, the Emergency Services Coordinator (or substitute) can modify the EOC staffing as the situation requires.
9. For every emergency, the Activation Level can shift from one level to another as the event escalates or de-escalates. EOC staffing should also change accordingly.

#### **D. STAFFING**

10. The levels of staffing will vary according to the Activation Level and the actual demands of the situation.

11. For a Level 2 emergency, with full EOC staffing, staff will be organized into the five ICS groups: Command, Operations, Planning, Logistics, and Finance/Administration.
12. For a Level 2 activation, 24-hour continuous-day EOC operations will likely be necessary until the situation de-escalates.
13. Each department/organization assigned to the EOC will be prepared to maintain continuous operations using two 12 ½ hour shifts (6:00a to 6:30p and 6:00p to 6:30a).
14. Upon the initiation of the 12 ½ hour shifts by the Emergency Services Coordinator (or substitute), each department will update its shift rosters to the Operations Officer.
15. For Level 1 Activation emergencies, where there is no need for a major City response, the formal use at the EOC of distinct ICS groups may be limited. In these situations, the Disaster Coordinator, under the authority of the Mayor, will normally be responsible for all ICS functions and may utilize distinct ICS groups as needed.

#### **E. SITUATION REPORTING**

16. The ICS Planning function is responsible for emergency situation reporting and will:
  - a. Provide a uniform reporting format for all situation reporting to ensure that the information reported is precise, concise, and clear.
  - b. After the occurrence of an emergency, ensure that information on the emergency is collected and reported as soon as possible
  - c. Receive copies of all messages and/or situation reports from the Incident Commander and local and State government officials sent to the EOC pertaining to an emergency situation.
  - d. Periodically request situation reports from each participating department represented at the EOC.
  - e. Select for posting, in chronological order on the situation board, the crucial situation reports and damage assessment information.

- f. Analyze the situation reports and prepare an overall situation report. The report should contain the following information:
- > date and time of emergency
  - > type, Activation Level, and location
  - > specific area affected (including number of people)
  - > number of injured (estimated)
  - > number of dead (estimated)
  - > extent of damage (estimated)
  - > damage or loss of municipal response equipment
  - > roads closed
  - > states of emergency declared
  - > emergency order issued
  - > mutual aid called upon
  - > major actions taken
- g. Provide the report to the Mayor and the SEMO Regional Office.
- h. Based upon the report, conduct regular briefings to the Command and Operations Groups.
- i. Prepare and provide follow-up situation reports on a regularly scheduled basis to the Mayor, the Disaster Preparedness Officer for Erie County and the SEMO Regional Office
- j. Maintain an event log to include all pertinent disaster-related information.

## **F. SECURITY**

17. Internal security at the EOC will be provided by the Police Department during a Level 2 emergency; during a Level 1 emergency, any security requirements will be provided by regular building personnel.

18. All persons entering and exiting the EOC will be required to check in at the security desk, located at the main entrance.
19. All emergency personnel will be issued a pass (permanent or temporary) to be worn at all times while in the EOC.
20. Anyone seen in the EOC without a visible pass will be apprehended by Police Department personnel and dealt with appropriately.
21. Temporary passes will be returned to the security desk when departing from the premises.

## Appendix 2

### INSTRUCTIONS for DECLARING A STATE OF EMERGENCY AND ISSUING EMERGENCY ORDERS

#### A. Instructions for declaring a local State of Emergency

1. Only the Mayor, or a person acting for the Mayor pursuant to section I.A.(2) of this plan, can declare a local State of Emergency for all or any part of the City of Buffalo
2. A local State of Emergency is declared pursuant to section 24 of the State Executive Law.
3. It can be declared in response to, or anticipation of, a threat to public safety.
4. A declaration of a local State of Emergency may be verbal or written.
5. If it is verbal, it is best to follow it with a written format.
6. The declaration should include the time and date, the reason for the declaration, the area involved, and the expected duration.
7. The written declaration should be kept on file in the City Clerk's Office.
8. A local State of Emergency must be declared **BEFORE** Emergency Orders are issued.
9. A local State of Emergency should be formally rescinded when the declaration is no longer needed.
10. Only the Mayor, or person acting for, may rescind a local State of Emergency.
11. Though a rescision may be verbal or written, if the declaration was written, the rescision should also be written.
12. The rescision should include the time and date of the original declaration, the reason for the local State of Emergency, and the time and date the State of Emergency is rescinded.
13. The written rescision should be kept on file in the City Clerk's Office.

**B. Sample Declaration of a local State of Emergency**

A **State of Emergency** is hereby declared in \_\_\_\_\_ effective at  
(area within City or entire City )

\_\_\_\_\_ on \_\_\_\_\_  
(time) (date)

This **State of Emergency** has been declared due to \_\_\_\_\_  
(description of situation)  
\_\_\_\_\_.

This situation threatens the public safety.

This **State of Emergency** will remain in effect until rescinded by a subsequent order.

As the Mayor of the City of Buffalo, I, \_\_\_\_\_ ,  
(name of Mayor)

exercise the authority given me under section 24 of the New York State Executive Law, to  
preserve the public safety and hereby render all required and available assistance  
vital to the security, well-being, and health of the citizens of this City .

I hereby direct all departments and agencies of City of Buffalo to take whatever steps  
necessary to protect life and property, public infrastructure, and provide such emergency  
assistance deemed necessary.

(signature)

\_\_\_\_\_  
(name)

\_\_\_\_\_  
(title)

\_\_\_\_\_  
(date)

## C. Questions and Answers on declaring a State of Emergency

### 1. Why should I declare a local state of emergency?

It increases your powers as the Chief Executive Officer. These new powers can include:

- issuing emergency orders;
- implementing public protective measures;
- suspending local laws; and
- requesting supplemental assistance.

### 2. Can a declaration give legal protection?

*Yes.* A declaration of a local State of Emergency provides legal protection and immunities for the Chief Executive and local emergency officials when they make decisions and take actions to respond to disasters or emergencies.

### 3. Will the declaration help raise public awareness?

*Yes.* A declaration of a local State of Emergency helps make the public aware of the hazards associated with a disaster. It also can emphasize the protective measures you may need to ask citizens to take.

### 4. Can a State of Emergency be declared at any time?

*No.* A local State of Emergency can be issued when a situation exists that has or will place the public at risk and that will require extraordinary measures for proper protection.

### 5. When should I declare a local State of Emergency?

You should consider declaring a local State of Emergency when a dangerous situation is present or imminent and emergency officials are considering protective actions such as:

- **Evacuation** of people for a large or heavily populated area (street, road, housing development, multi-resident buildings).
- **Sheltering** people in designated areas or buildings.
- **Large-scale closing of roads** due to conditions considered to be dangerous to lives and property.

You should also consider declaring a local State of Emergency if the following conditions are present and pose a dangerous threat to the municipality:

- **Riots or civil unrest.**
- **Hostage situations.**
- **Impending emergency or disaster caused by natural forces** (floods, blizzards, ice storms, tornadoes).

**6. Can I issue the declaration verbally?**

*Yes.* The Chief Executive may issue a declaration verbally if time is a crucial matter. However, you should follow the verbal declaration with a written declaration.

**7. Must the declaration be filed?**

*No.* However, it's a good idea to do so. It should be kept on file at the Office of the City Clerk.

**8. Do I have to extend the declaration of State of Emergency after 5 days?**

*No.* The State of Emergency does not have to be extended, but Local Emergency Orders do.

**9. Does the law establish a time limit for a State of Emergency?**

*No.* It is best to include a time of duration in the original declaration of State of Emergency, or to issue a succeeding declaration with a time limit or a statement that the State of Emergency is continuing. When the proclamation is no longer needed, it should be formally rescinded.

**10. Can I issue Local Emergency Orders without a State of Emergency?**

*No.* A State of Emergency must be declared before you may issue Local Emergency Orders.

**11. Will a declaration help in getting assistance from the state?**

*Yes.* If you declare a local State of Emergency and you determine the disaster is beyond the capacity of City resources, the Mayor may request the Governor to provide assistance from state resources.

**12. Must I rescind a declaration of State of Emergency?**

*No.* However, a written rescinding statement should be made when the emergency no longer exists. The Chief Executive can rescind the declaration of emergency at any time.

**13. If I don't rescind a State of Emergency, does it end automatically?**

*Maybe* -- If a time limit was indicated in the declaration of State of Emergency it will end automatically at that the time and date indicated. If no time limit was specified, the State of Emergency does NOT end automatically.

**14. When should I rescind a State of Emergency?**

You should rescind it when the conditions that warranted the declaration no longer exist.

**15. Must the rescision be issued in writing?**

*No.* However, it is recommended, in the same manner as a declaration of State of Emergency is recommended, to be issued in written form.

**16. Must the rescision be filed?**

*No.* However, it is recommended that it be filed in the Office of the City Clerk.

**D. Instructions for issuing local Emergency Orders**

1. Local Emergency Orders can be issued only if there is a State of Emergency in effect pursuant to section 24 of the State Executive Law (see section A. above).
2. Local Emergency Orders can be issued at the City level only by the Mayor or a person acting for the Mayor pursuant to section I.A.(2) of this plan.
3. Local Emergency Orders must be written.
4. Local Emergency Orders should include the time and date they take effect, the reason for the declaration, the area involved, and the duration.
5. A Local Emergency Order expires automatically after five (5) days. It can be rescinded before that by its own terms, or by a rescision by the Mayor. It is also automatically rescinded when the State of Emergency is rescinded.
6. The Mayor may extend Local Emergency Orders for periods not to exceed five (5) days each during the State of Emergency.
7. Local Emergency Orders **must** be published as soon as practicable in a newspaper of general circulation and provided to radio and television media for broadcast.
8. Local Emergency Orders **must** be executed in triplicate and filed within 72 hours or as soon as practicable in the Office of the City Clerk, and the Office of the Secretary of State.
9. Local Emergency Orders must be refiled if they are extended.

**E. Sample Local Emergency Order**

**Local Emergency Order Evacuating Vulnerable Areas**

I, \_\_\_\_\_, the Mayor of City of Buffalo, in accordance with a declaration of a State of Emergency issued on \_\_\_\_\_, 199\_\_\_\_, and pursuant to Section 24 of the State Executive Law, hereby order the evacuation of all persons from the following zones:

Zone 1. \_\_\_\_\_

Zone 2. \_\_\_\_\_

This evacuation is necessary to protect the public from a potential release of the hazardous substance \_\_\_\_\_.

This order is effective immediately and shall apply until removed by order of the Mayor.

Failure to obey this order is a criminal offense.

Signed this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_  
(date) (month)

at \_\_\_\_\_ o'clock, in Buffalo, New York  
(time)

Signed: \_\_\_\_\_ Title: \_\_\_\_\_

Witness: \_\_\_\_\_ Title: \_\_\_\_\_

## **F. Questions and Answers on issuing Local Emergency Orders**

### **1. Can anyone issue a Local Emergency Order?**

*No.* Only the Chief Executive of a City, town or village may issue a Local Emergency Order.

### **2. What can a local Emergency Order include?**

An emergency order can require whatever is necessary to protect life and property or to bring the emergency situation under control as long as what it is within the constitutional powers of City government.

### **2. Can a Local Emergency Order be issued at any time in an emergency?**

*No.* A Local Emergency Order can be issued *only after* the Chief Executive declares a local State of Emergency.

### **3. Is it in effect indefinitely?**

*No.* A Local Emergency Order is effective from the time and in the manner prescribed in the order. It terminates 5 days after issuance, or by rescission by the Chief Executive, or a declaration by the Chief Executive that the State of Emergency no longer exists, whichever occurs sooner.

### **4. Can an order be modified once it's issued?**

*Yes.* A Local Emergency Order may be amended, modified, or rescinded at any time by the Chief Executive during the State of Emergency.

### **5. Can a Local Emergency Order be extended beyond five days?**

*Yes.* The Chief Executive may extend an order for additional periods up to 5 days each during the local State of Emergency. *Each extension must be refiled.*

### **6. Must the media be informed?**

*Yes.* The Local Emergency Order must be published as soon as practicable in a newspaper of general circulation in the area affected by the order. It should be published under the paid legal advertisement section. It must also be provided to radio and television media for broadcast.

### **7. Can a citizen who disobeys an emergency order be arrested?**

*Yes.* Any person who knowingly violates any Local Emergency Order of a Chief Executive issued pursuant to Section 24 of the Executive Law can be found guilty of a class B misdemeanor.

## Appendix 3

New York State Disaster Preparedness Commission

### NY STATE EMERGENCY DEBRIS CLEARANCE POLICY AND PROCEDURES

#### I. STATE DISASTER EMERGENCY DECLARATION

Under a State Disaster Emergency Declaration (Section 28, New York State Executive Law, Article 2-B), the Governor normally issues an Executive Order which directs State agencies to take such actions as may be necessary to assist affected areas in repairing, restoring and protecting private and public facilities and to provide such other emergency assistance as would protect the public health and safety.

#### II. STATE EMERGENCY DEBRIS CLEARANCE ASSISTANCE

Frequently, in the aftermath of a disaster, municipalities and public utilities must remove large quantities of downed trees and other debris, as part of their efforts to restore services and clear public streets. When a State Disaster Emergency is declared, State agencies may be directed to assist in those efforts. If that occurs, their activities will be conducted in accordance with the policy described in (III.) below, subject to the direction of and priorities established by the State Coordinating Officer.

#### III. STATE EMERGENCY DEBRIS CLEARANCE POLICY

With respect to debris clearance and removal, the State's policy following a State Disaster Emergency Declaration is as follows:

##### A. MISSION RESPONSIBILITIES

State resources may be utilized to clear debris from impacted roads and other public property. The removal of the cleared debris and ultimate storage and/or disposal is the responsibility of the affected governmental entity.

##### B. MISSION PRIORITIES

State missions to clear debris shall be assigned on a prioritized basis, according to the following order of priorities:

1. **First Priority:** the clearance of transportation corridors in order to enable the passage of emergency vehicles.
2. **Second Priority:** the clearance of transportation corridors and other property to allow utility crews access to damaged power lines and other utility infrastructure which must be repaired in order to restore power to affected areas.
3. **Third Priority:** other emergency-related needs as identified by the affected local jurisdictions or by State agencies, and as authorized by the State Coordinating Officer.

##### C. MISSION REQUESTS

Local jurisdictions will submit requests for debris clearance assistance to the State Emergency Management Office (SEMO), which will evaluate and prioritize requests. When requested by SEMO, State agencies will conduct damage assessments at impacted sites in order to determine the appropriate equipment and other resources needed to perform the required work. The information to be collected will be compiled and transmitted in a format similar to **Attachment A**.

##### D. MISSION ASSIGNMENTS

Under SEMO coordination, State agencies with debris clearance capabilities will jointly review requests for debris clearance assistance to determine which agencies have the appropriate and necessary resources available to perform the required work.

E. COMPLETION DATE

At the direction of the State Coordinating Officer (SCO), or within one to two weeks after the issuance of the State Disaster Emergency Declaration, the SCO, SEMO, impacted local jurisdictions and appropriate State agencies will assess the need to determine a completion date for the collection of debris placed in public rights-of-way by private property owners and others. This assessment will be conducted at least weekly thereafter. Once the SCO decides to implement a completion date, the date will be publicized in the affected jurisdictions. The purpose of the deadline is to maintain emphasis on the emergency nature of the work and to insure that storm-related debris clearance activities are completed in a timely manner. This will also serve to avoid problems that can occur when non-disaster work is performed simultaneously with emergency projects. In addition, this will allow residents and local jurisdictions to complete storm clean-up and will free governmental workers to proceed with other essential services.

#### **IV. STATE DEBRIS CLEARANCE RESPONSIBILITIES**

##### **A. STATE COORDINATING OFFICER (SCO)**

The SCO provides overall direction and control of available State agency resources under a State Disaster Emergency Declaration.

##### **B. STATE EMERGENCY MANAGEMENT OFFICE (SEMO)**

SEMO coordinates debris clearance missions under a State Disaster Emergency Declaration.

##### **C. DEPARTMENT OF TRANSPORTATION (DOT)**

DOT, as part of its agency mandate to keep transportation routes clear, is involved in debris clearance activities. DOT's normal policy is to clear debris from major transportation routes by moving it to the side of the road. At that point, the City or local jurisdiction which owns the road is expected to transport the debris from the side of the road to approved disposal sites or to landfills for final disposition (burying or burning). DOT Regional offices maintain a list of disposal sites within their regions to which they may take "State-owned" debris (i.e., debris which is not under local jurisdiction) for disposal.

##### **D. DEPARTMENT OF ENVIRONMENTAL CONSERVATION (DEC)**

Under 6 NYCRR Part 215, DEC requires a permit for the disposal of trees, branches, leaves and other brush by open burning. In addition, storage sites and transfer stations require a solid waste management permit under 6 NYCRR Part 360. These permits must be filed by each entity wishing to burn brush or landfill debris. However, NYS Environmental Conservation Law (ECL) Sec.á70-0111(d) provides for the issuance of general permits, valid for a specific period of time following natural disasters, when numbers of individuals undertake similar types of minor projects that are of a remedial nature. Further, ECL Sec.á70-0116 allows the DEC to give emergency authorization, not to exceed 30 days, for an action normally requiring a permit. Both emergency provisions require a finding of emergency or written statement of necessity by the DEC Commissioner in order to be implemented.

Under the Commissioner's finding, DEC Regional Directors and their staffs may be authorized to issue general permits or emergency authorizations in affected areas when, in their judgement, open burning or temporary storage of downed trees and brush is immediately required. Actions taken in furtherance of the storage and disposal of downed trees are exempted from the requirements of Article 8 of the ECL and 6 NYCRR Part 617.

DEC maintains a computerized list of Construction and Demolition landfills which will accept storm debris. Periodically, as well as during emergency operations, this list is provided to SEMO to serve as a source of disposal sites for storm debris. In addition, DEC may also be required to provide personnel and equipment to assist in debris clearance activities.

##### **E. OTHER STATE AGENCIES**

Other State agencies, such as the Department of Correctional Services, the Thruway Authority and the Office of Parks, Recreation and Historic Preservation, will be called upon to provide personnel, equipment and other needed resources for debris clearance activities.

#### **V. FEDERAL DEBRIS CLEARANCE ASSISTANCE**

##### **A. Federal Disaster Assistance Law Provisions**

Following a Presidential Disaster Declaration, Federal disaster assistance will be used to the maximum extent possible to remove debris and wreckage from publicly and privately owned lands and waters. Such assistance can only be provided when it is judged to be in the public interest by meeting the following three conditions:

1. The necessary elimination of immediate threats to life, public health and safety;
2. The elimination of immediate threats of significant damage to improved public or private property; and,
3. To ensure the economic recovery of the affected community to the benefit of the community-at-large.