

Town of Newburgh

Emergency  
Management Plan

# Dedication

This plan is dedicated to the commitment and professionalism exhibited by John W. Brown during his time as Chairman of the Town of Newburgh Emergency Preparedness Advisory Board from 1994 – 2006. During his Chairmanship John instituted many policies and procedures for our town which are just now being instituted on the state and national level. It was through John's keen sense of attention to detail that enabled the Town of Newburgh to be judged "well prepared" during a survey of Orange County Town Disaster Plans as conducted by the Times Herald Record.

While this current plan draft looks toward the future we are confident in knowing that our prospects for the future are only as good as the foundation that was created in the past. Due to the tireless effort and dedication of John we are able to build on a rock solid foundation.

It is through this dedication that we wish to create a lasting memorial to John's work and to thank his family for enabling him to share his time with us in passing on his knowledge, humor, and genuine caring for others.

# TOWN OF NEWBURGH EMERGENCY MANAGEMENT PLAN

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# TOWN OF NEWBURGH EMERGENCY MANAGEMENT PLAN

## EXECUTIVE SUMMARY

### Introduction

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

The development of this plan included an analysis of potential hazards that could affect the Town and an assessment of the capabilities existing in the Town to deal with potential hazards.

### Comprehensive Approach

Dealing with disasters is an ongoing and complex undertaking. Through implementation of **Risk Reduction** measures before a disaster or emergency occurs, timely and effective **Response** during an actual occurrence, and provision of both short and long term **Recovery** assistance after the occurrence of a disaster, lives can be saved and property damage minimized.

This process is called **Comprehensive Emergency Management** to emphasize the interrelationship of activities, functions, and expertise necessary to deal with emergencies. The plan contains three sections to deal separately with each part of this ongoing process.

### Management Responsibilities

Town department's and agencies' emergency management responsibilities are outlined in this plan. Assignments are made within the framework of the Town's present capability and existing organizational responsibilities. The Chairperson of the Emergency Planning Committee, or their designate, is designated to coordinate all emergency management activities of the Town.

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

Town responsibilities are closely related to the responsibility of the local levels of government within the Town to manage all phases of an emergency. Orange County and

New York State are obligated to provide assistance to the Town after resources have been fully committed and the Town is unable to cope with the disaster.

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

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

## Conclusion

The plan provides a general all – hazards management guidance, using existing organizations, to allow the Town to meet its responsibilities before, during, and after an emergency.

# TOWN OF NEWBURGH EMERGENCY MANAGEMENT PLAN

## Section 1

### General Considerations and Planning Guidelines

#### A. Policy Regarding Comprehensive Emergency Management

1. A wide variety of emergencies, caused by nature or technology, result in a loss of life, property and income, disrupt the normal functions of government, communities and families, and cause human suffering.
2. Town government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from emergencies in the Town of Newburgh.
3. Under authority of Section 23 of the New York State Education Law, a town is authorized to develop a Comprehensive Emergency Management Plan to prevent, mitigate, respond to, and recover from emergencies and disasters. To meet this responsibility, Town of Newburgh has developed this Emergency Management Plan.
4. This concept of Emergency Management includes three phases:
  - a) Risk Reduction (Prevention and Mitigation)
  - b) Response
  - c) Recovery
5. Risk Reduction (Prevention and Mitigation):
  - a) Prevention refers to those short or long term activities which eliminate or reduce the number of occurrences of disasters.
  - b) Mitigation refers to all activities which reduce the effects of disasters when they do occur.
  - c) Section II of this Plan, Risk Reduction, describes activities to prevent or minimize the impact of hazards in the Town of Newburgh.
6. Response
  - a) Response operations may start before the emergency materializes, for example, on receipt of advisories that a flood, blizzard, or ice storm is approaching. This increased readiness response phase may include such pre-impact operations as:
    - > Detecting, monitoring, and assessment of the hazard
    - > Alerting and warning of endangered populations
    - > Protective actions for the public.
    - > Allocating/ distributing of equipment/ resources
  - b) Most response activities follow the immediate impact of an emergency. Generally, they are designed to minimize casualties and protect property to the



extent possible through emergency assistance. They seek to reduce the probability of secondary damage and speed recovery operations.

- c) Response operations in the affected area are the responsibility of and controlled by the Town, supported by the county emergency operations as appropriate.

## 7. Recovery

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

## B. Purpose and Objectives of the Plan

1. This plan sets forth the basic requirements for managing emergencies in the Town of Newburgh.
2. The objectives of the Plan are:
  - a) To identify, assess, and prioritize local vulnerabilities to emergencies or disasters and the resources available to prevent or mitigate, respond to, and recover from them.
  - b) To outline short, medium and long range measures to improve the Town's capability to manage hazards.
  - c) To provide the Town will take appropriate actions to prevent or mitigate effects of hazards and be prepared to respond to and recover from them when an emergency or disaster occurs.
  - d) To provide for the efficient utilization of all available resources during an emergency.
  - e) To provide for the utilization and coordination of local government, state and federal programs to assist disaster victims, and to prioritize the response to the needs of the elderly, disabled, low income, and other groups which may be inordinately affected.
  - f) Provide for the utilization and coordination of state and federal programs for recovery from a disaster with attention to the development of mitigative programs.

### C. Legal Authority

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

1. New York State Executive Law, Article 2-B
2. New York State Defense Emergency Act, as amended
3. Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act

### D. Concept of Operations

1. The primary responsibility for responding to emergencies rests with the local governments of the Town and the Town Supervisor.
2. Local governments and the emergency service organizations play an essential role as the first line of defense.
3. Responding to a disaster, local jurisdictions are required to utilize their own facilities, equipment, supplies, personnel and resources first.
4. The local chief executive has the authority to direct and coordinate disaster operations and may delegate this authority as needed.
5. When local resources are inadequate, the Town Supervisor may obtain assistance from other political subdivisions.
6. The Town Supervisor may coordinate responses for requests for assistance for the Town.
7. The Town Supervisor has the authority to direct and coordinate Town disaster operations.
8. The Town Supervisor may obtain assistance from other towns or the County when the emergency disaster is beyond the resources of the Town.
9. The Town of Newburgh Municipal Code assigns the Emergency Planning Committee the responsibility to coordinate Town emergency management activities.
10. The Town of Newburgh will utilize the National Interagency Incident Management System (NIIMS) and Incident Command System (ICS) to manage all emergencies requiring multi-agency response.
11. A request for assistance to the State will be submitted through Orange County Emergency Management, New York State Emergency Management Office (SEMO) located in Albany, New York and presupposes the utilization and expenditure of personnel and resources at the Town level.

12. County and state assistance are supplemental to town emergency efforts.
13. Direction and control of State risk reduction, response and recovery actions is exercised by the New York State Disaster Preparedness Commission (DPC), coordinated by the State Emergency Management Office.
14. Upon the occurrence of an emergency or disaster clearly beyond the management capability and emergency resources of State and local governments, the Governor may find that federal assistance is required and may request assistance from the President by requesting a declaration of a major disaster or emergency.

#### E. Plan Maintenance and Updating

1. The Town of Newburgh Emergency Planning Committee is responsible for maintaining and updating this plan.
2. All Town Departments are responsible for annual review of their emergency response roles and procedures, and provide any changes to the Town of Newburgh Public Safety Officer by February 1 of each year.
3. The Plan should be reviewed and updated annually with revised pages distributed by March 1 of each year.

# TOWN OF NEWBURGH EMERGENCY MANAGEMENT PLAN

## Section II

### RISK REDUCTION

#### A. Designation of Town Hazard Mitigation Coordinator

1. The Town of Newburgh Public Safety Officer has been designated by the Town Supervisor as the Town Hazard Mitigation Coordinator.
2. The Town Hazard Mitigation Coordinator is responsible for coordinating Town efforts in reducing hazards in the Town of Newburgh.
3. All Town departments will participate in risk reduction activities with the Town Hazard Mitigation Coordinator.
4. The Hazard Mitigation Coordinator will participate as a member of the Town Emergency Planning Committee.

#### B. Identification and Analysis of Potential Hazards

1. The Town of Newburgh Emergency Planning Committee will be comprised of :
  - a) The Town of Newburgh Public Safety Officer
  - b) A representative of each of the Town Fire Departments
  - c) A representative of the Town of Newburgh Ambulance Corps
  - d) A representative of the advanced life support service contracted to provide medical assistance to the residents of the Town.
  - e) A representative of the Town of Newburgh Town Board
  - f) A representative of the Town of Newburgh Police Dept.
2. The Town of Newburgh Emergency Planning Committee will:
  - a) identify potential hazards in the Town
  - b) determine the probable impact each of those hazards could have on people
  - c) delineate the geographic areas affected by potential hazards, plot them on maps, and designate them as hazard areas
3. Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.
4. To comply with (2) and (3) above, hazards that pose a potential threat have been identified and analyzed by the Emergency Planning Committee using the program HAZNY, provided by the State Emergency Management Office.

5. This hazard analysis:

- a) provides basic method for analyzing and ranking the identified hazards, including identification of geographic areas and population at risk to specific hazards.
- b) establishes priorities for planning for those hazards receiving a high ranking of significance.
- c) was conducted in accordance with guidance from the New York State Emergency Management Office

6. The rating and ranking results of the hazard analysis are found in Attachment I.

7. The complete Hazard Analysis results, including computerized maps identifying the location of hazard areas, are located in the Town of Newburgh Public Safety Office.

#### C. Risk Reduction Policies, Programs, and Reports

1. Town agencies are authorized to:

- a) promote policies, programs and activities to reduce hazard risks in their area of responsibility.

b) Examples of the above are:

- encourage the Town of Newburgh to adopt comprehensive community development plans, zoning ordinances, subdivision regulations, and building codes that are cognizant of and take into account significant hazards in the Town.
- promote compliance with and enforcement of existing laws, regulations, and codes that are related to hazard risks, e.g., building and fire codes, flood plain regulations
- encourage and assist water and wastewater treatment plants to replace chlorine use with a safer disinfectant.
- encourage and participate in municipal stream channel maintenance programs
- encourage state and local DOT's to address dangerous conditions on roads used by hazardous materials carriers.

2. The Town of Newburgh Planning Board is responsible for the review of land use management throughout the town, including:

- authorizing Town land use management programs
  - participation in SEQRA review of proposed projects in the Town.
3. In all of the above activities, the Town Planning Board will take into account the significant hazards in the Town of Newburgh.
  4. The Town of Newburgh Emergency Planning Committee will meet quarterly to identify specific hazard to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.
  5. For each hazard reduction action identified, the following information is to be included by the Planning Team:
    - a) a description of the action
    - b) a statement on the technical feasibility of the action
    - c) the estimated cost of the action
    - d) the expected benefits of the action and the estimated monetary value of each benefit
    - e) an estimate of the level of community support for the action
  6. This information will be consolidated into a Risk Reduction Report
  7. The Risk Reduction Report will prioritize and recommendations concerning the identified actions.
  8. The Risk Reduction report will be presented to the Town Public Safety Office for review, revision, and approval or disapproval, quarterly beginning January, 2009.
  9. The Risk Reduction report will be presented to the Town Board via the Public Safety Office for consideration and funding.

#### D. Emergency Response Capability Assessment

1. Periodic assessment of the Town's capability to manage the emergencies that could be caused by the hazards identified in the Town are a critical part of the Risk Reduction.
2. The Emergency Planning Committee will, on a quarterly basis:
  - a) assess the town's current capability for dealing with those significant hazards that have been identified and analyzed, including but not limited to:
    - the likely time of onset of the hazard
    - the impacted communities' preparedness levels
    - the existence of effective warning systems

- the communities' means to respond to anticipated casualties and damage.
3. To assist the Planning Committee in its assessment, the Town Emergency Planning Committee will conduct table-top exercises based upon specific hazards and hazard areas identified by the Committee.
  4. The Committee will identify emergency response shortfalls and make recommendations for implementing corrective actions to the involved response agencies and the Public Safety Officer.

#### E. Training of Emergency Personnel

1. The Town Public Safety Officer has the responsibility to:
  - a) arrange and provide training programs for applicable Town personnel based on NIMS criteria.
  - b) encourage and support training for town emergency personnel.
  - c) such training programs will:
    - include information on the characteristics of hazards and their consequences and the implementation of emergency actions including protective measures, notification procedures, and available resources.
    - include Incident Command System (ICS) training, focusing on individual roles.
    - provide emergency personnel with the variety of skills necessary to help reduce or eliminate hazards and increase their effectiveness to respond to and recover from emergencies of all types.
  - d) conduct periodic exercises and drills to evaluate local capabilities and preparedness, including a full scale operational exercise that tests a major portion of the elements and responsibilities of the Town of Newburgh Emergency Management Plan, and regular drills to test readiness of warning and communications equipment, see Attachment 2, Town of Newburgh Drill and Exercise Schedule – 2009.
  - e) consult with town departments in developing training courses and exercises.
  - f) work with the local response community and education agencies to identify or develop, and implement, training programs specific to mitigation, response, and recovery from the identified hazards.

- g) receive technical guidance on latest techniques from state and federal sources as appropriate and request assistance as needed.
- 2. All town departments and response agencies assigned emergency functions, are recommended to develop an in-house training capability in order that employees and responders are trained in their in their duties and procedures.
- 3. Volunteers participating in emergency services such as fire and rescue, first aid, other emergency medical services should be trained by these services in accordance with established procedures and standards.

#### F. Public Education and Awareness

- 1. The Public Safety Officer in cooperation with the Town of Newburgh Emergency Planning Committee, is responsible for:
  - a) providing education on hazards to the young adult and adult public in the town.
  - b) making the public aware of existing hazards in their communities.
  - c) familiarize the public with the kind of protective measures the town has developed to respond to any emergency arising from the hazard
- 2. This education will:
  - a) cover all significant hazards
  - b) be available free of charge
- 3. Federal Emergency Management Agency (FEMA) pamphlets, books, and kits dealing with all aspects of emergency management and materials developed by New York State Emergency Management Office and other State departments, as appropriate, will be made available for use in the program.

#### G. Monitoring of Identified Hazard Areas

- 1. The Town of Newburgh Public Safety Office will develop, with the assistance of other Town Departments, the capability to monitor identified hazard areas, in order to detect hazardous situations in their earliest stages.
- 2. As a hazard's emergence is detected, this information is to be immediately provided to the appropriate town department for corrective action, based on established per protocol.
- 3. When appropriate, monitoring stations may be established regarding specific hazard areas where individuals responsible to perform the monitoring tasks can be stationed.



4. Monitoring tasks include detecting the hazard potential and taking measurements or observations of the hazard. Examples of such are rising water levels, slope and ground movement, mass gatherings, the formation and break up of ice jams, shore erosion, dam conditions, and the National Weather Service's Skywarn program.
5. All Town hazard monitoring activity will be coordinated with, and make use of where available, county government, neighboring governments, private industry, school districts, utility companies, and volunteer agencies and individuals, as appropriate.

# TOWN OF NEWBURGH EMERGENCY MANAGEMENT PLAN

## Section III

### RESPONSE

#### I. Response Organization and Assignment Responsibilities

##### A. Town Supervisor Responsibilities, Powers, and Succession

1. The Town of Newburgh Supervisor is ultimately responsible for Town emergency response activities and:
  - a) may assume personal oversight of the Town emergency response organization if the scope and magnitude of the emergency indicates the necessity of personal management and direction of town activities necessary to support the response and recovery operations.
  - b) controls the use of all town owned resources and facilities for disaster response.
  - c) may declare a local state of emergency and may promulgate emergency orders and waive local laws, ordinances, and regulations.
  - d) may request assistance from other town's, the county, and the State when it appears that the incident will escalate beyond the capability of Town resources.
  - e) may provide assistance to others at the request of other local governments.
2. In the event of the unavailability of the Town Supervisor, the following line of command and succession has been established by Town Law to ensure continuity of government and the direction of emergency operations.
  - a) The Deputy Town Supervisor will assume the responsibilities of the Town Supervisor until the Town Supervisor is available.

##### B. The Role of the Emergency Manager

1. The Emergency Manager coordinates Town emergency response activities for the Town Supervisor, and recommends to the Town Supervisor to declare a local state of emergency based on the severity of the situation and the necessity to use additional executive power to respond effectively to the emergency.

## 2. The Emergency Manager:

- a) activates the Town's response organization and activities.
- b) notifies and brief's Town Departments, agencies, and other organizations involved in an emergency response.
- c) maintains and manages the Town Emergency Operations Center
- d) facilitates coordination between the Town and
  - the Incident Commander
  - local governments outside the Town
  - the State of New York
  - private emergency support organizations

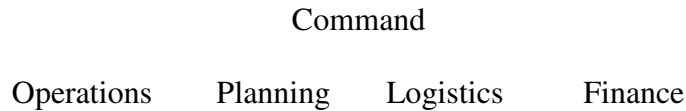
## C. The Town Emergency Response Organization

### 1. The Incident Command System (ICS)

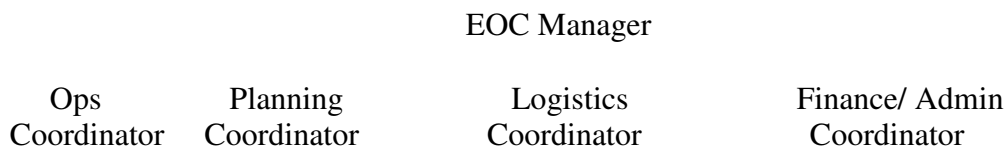
- a) The Town of Newburgh endorses the use Incident Command System (ICS), as developed by the National Interagency Incident Management System (NIIMS), and formally adopted by the State of New York, for emergencies requiring multi-agency response. ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand. ICS should be initiated by the emergency forces first responding to an incident. See Appendix 1, Incident Command System Position Descriptions.
- b) ICS is organized by functions. There are five:
  - > Command
  - > Operations
  - > Planning
  - > Logistics
  - > Finance
- c) Under ICS, an Incident Commander (IC) has the overall responsibility for the effective on-scene management of the incident, and must ensure that an adequate organization is in place to carry out all emergency functions. The IC directs emergency operations from an Incident Command Post, the only command post at the emergency scene.
- d) In minor incidents, the five ICS functions may all be managed by the IC. Larger incidents usually require that one or more of the functions be set up as separate sections under the IC.
- e) Within the Command function, the IC has additional responsibilities for

Safety, Public Information, and Liaison. These activities can be assigned to staff under the IC.

- f) An on-scene ICS with all five functions organized as sections is depicted as:



- g) During an emergency, Town response personnel must be cognizant of the Incident Command System in place and their role in it. Some Town personnel may be responders to the scene and part of the on-scene ICS structure in a functional or staff role. Other Town personnel may be assigned to the Town Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene. All Town response personnel not assigned to the on-scene ICS will be coordinated by or through the Town Emergency Manager.
- h) The Incident Commander is usually selected due to his or her position as the highest ranking responding officer at the scene. The IC must be fully qualified to manage the incident. As an incident grows in size or becomes more complex, a more highly qualified Incident Commander may be assigned by the responsible jurisdiction. Thus, a Town official could be designated as the IC.
- i) A major emergency encompassing a large geographic area may have more than one emergency scene. In this situation, separate Incident Commanders may set up command at multiple locations. In this case, an Area Command may be established. The Area Command is structured similar to a normal ICS with one exception, the Incident Commander is called the Incident Manager to whom all Incident Commanders report. A Town Official could be designated as an Incident Manager and numerous Town response personnel assigned to the Area ICS.
- j) Town response personnel operating at the EOC will be organized by ICS function, as depicted below and interface with their on scene counterparts, as appropriate.



- k) Whenever the ICS is established, Town response forces should be assigned to specific ICS functions wherever they are needed, including at the scene,

at the EOC in a support role or at an Area Command, if established. See Table 1 for sample ICS functional assignments by agency. Assignments may change as situation dictates or as directed by the EOC Manager.

## 2. Agency Responsibilities

- a) The Town Supervisor in conjunction with the on scene Incident Commander shall exercise ultimate responsibility and oversight for emergency response, and shall delegate ICS responsibilities as described in Table 1, or as special circumstances warrant.

## II. Managing Emergency Response

### A. Incident Command Post and Emergency Operations Center

1. On-scene emergency response operations will be directed and controlled by Incident Commander from an Incident Command Post located at or near the emergency site. This will be the only command post at the emergency scene. All other facilities at the scene used by agencies for decision-making should not be identified as a command post.

TABLE 1 – ICS Function and Response Activities by Agency

AGENCY	ICS FUNCTION	RESPONSE ACTIVITIES
Office of Town Supervisor	Command (Agency Administrator)  Public Information	Ultimate situation responsibility; Declaration of State of Emergency Promulgation of Emergency Orders Emergency Public Information
Emergency Planning Committee	Command, Liaison (EOC Manager)	Activation and Coordination of the EOC, EOC Management, Liaison and Coordination with town departments and related organizations.
Town Clerk	Logistics	Supply and Procurement; Information Systems
Personnel Director	Logistics/ Planning	Human Resources
Town Accountant	Finance	Purchasing; Accounting; Record-keeping
Recreation Dept.	Transportation	Provide vehicles for support

Town Highway Department	Highway and Road	Maintain the transportation infrastructure of the town.
Town Engineer	Operational Functions	Provide specialized knowledge of Town utilities and infrastructure
Water Dept.	Maintenance of Water Distribution System	Information on water distribution system.
Filter Plant	Monitors health and Quality of water system	Maintains monitoring and function of water treatment plant.
Sewer Dept.	Maintains and monitors sewer pump and treatment systems.	Information on sewer lines and pump systems.

2. The Town EOC will be used to support Incident Command Post activities and to coordinate Town resources and assistance. The EOC can also be used as an Area Command Post when Area Command is instituted.
3. A Command Post will be selected by the Incident Commander based upon the logistical needs of the situation and located a safe distance from the emergency site.
4. If a suitable building or structure cannot be identified and secured for use as an Incident Command Post, the Town of Newburgh Police Department Mobile Command Unit may be used.
5. The Town EOC is located in the Town Police Department, Training Room.
6. If a disaster situation renders the EOC inoperable, an alternate EOC may be established at the Town fire station least affected by the incident.
7. The EOC can provide for the centralized coordination of Town and private agency activities from a secure and functional location.
8. Town departments, agencies, and other organizations represented at the EOC will be organized according to ICS function under the direction of the EOC manager.
9. Though organized by ICS function, each agencies' senior representative at the EOC will be responsible for directing or coordinating his or her agency's personnel and resources. Where the agency is also represented at the scene in an ICS structure, the EOC representative will coordinate the application of resources with the agency's representative at the scene.
10. The Emergency Manager or their designate is responsible for managing the EOC or auxiliary EOC during emergencies.

11. If required, the EOC will be staffed to operate continuously 24-hour a day basis. In the event of a 24-hour operation, two 12.5 hour shifts will be utilized. (The additional half hour is for shift change briefings.) Designation of shifts will be established as conditions warrant by the Emergency Manager.
12. Each town department will routinely identify its personnel assigned to the EOC or alternate EOC.
13. Work areas will be assigned to each agency represented at the EOC.
14. Internal Security at the EOC during an emergency will be provided by the Town of Newburgh Police Department or their designate.
  - a) All persons entering the EOC will be required to check in at the security desk located at the main entrance.
  - b) All emergency personnel will be issued a pass (permanent or temporary) to be worn at all times in the EOC.
  - c) Temporary passes will be returned to the security desk when departing from the premises.
15. EOC space should be maintained in an emergency operating mode by the Emergency Manager at all times. During non-emergency periods, the EOC can be used for meetings, trainings and conferences.
16. The ICS Planning function is responsible for emergency situation reporting at the EOC and has established procedures and forms to be used.
17. The Emergency Manager maintains a Standard Operating Guide for activating, staffing, and managing the EOC. This SOG can be found as Appendix 2 to this section of the plan.
18. Persons staffing the EOC should have minimum NIMS/ICS Training of levels 100, 700, and 200. Along with specific training relative to the position they are assuming the responsibilities for.

#### B. Notification and Activation

1. As described in detail in Appendix 1, upon initial request by the on scene incident commander or other public official requesting the activation of the EOC the Town of Newburgh Emergency Dispatch Center will initiate notification of the Emergency Planning Committee. This initial notification sets into motion the activation of Town emergency response personnel.
2. Each emergency is to be classified into one of three Town Response Levels according to the scope and magnitude of the incident.

- a. Response Level 0: Non-emergency situation, facility readiness status maintained through planning sessions, training, drills, and exercises.
  - b. Response Level 1: Controlled emergency situation without serious threat to life, health, or property, which requires no assistance beyond initial first responders.
  - c. Response Level 2: Limited emergency situation with some threat to life, health, or property, but confined to limited area, usually within one area of the Town.
  - d. Response Level 3: Full emergency situation with major threat to life, health, or property, involving large population and/or multiple municipalities.
3. Emergency response personnel will be activated according to the Response Level Classification.

For response Level 1, only the initial activation of the Town Supervisor, Chief of Police, and Emergency Manager are required.

For Response Level 2, Initial activations are required along with other notifications such as: Town Highway Superintendant, Town Engineer, Public Information Officer, and other support personnel are to be notified as requested.

For response Level 3, full EOC staffing is achieved as soon as possible. All members of the Town Emergency Planning Committee will be notified to respond to the Town of Newburgh EOC.

See Appendix 2 for further details.

#### C. Assessment and Evaluation

1. As a result of information provided to the EOC, the Command Staff will, as appropriate, in coordination with the on-scene Incident Commander:
  - a) develop policies by evaluating the safety, health, economic, environmental, social, humanitarian, legal and political implications of a disaster or threat.
  - b) analyze the best available data and information on the emergency;
  - c) explore alternative actions and consequences;
  - d) select and direct specific response actions

#### D. Declaration of Local State of Emergency and Promulgation of Local Emergency Orders



1. In response to an emergency, or its likelihood, upon a finding that public safety is imperiled, the Town Supervisor may proclaim a state of emergency pursuant to section 24 of the State Executive Law.
  2. Such a proclamation authorizes the Town Supervisor to deal with the emergency situation with the full executive and legislative powers of town government.
  3. This power is realized only through the promulgation of local emergency orders. For example, emergency orders can be issued for actions such as:
    - establishing curfews
    - restrictions on travel
    - evacuation of facilities and areas
    - closing of places of amusement or assembly
  4. Appendix 3 describes the requirements for proclaiming a State of Emergency and promulgating Emergency Orders.
  5. Emergency responders have implicit authority and powers to take reasonable immediate action to protect lives and property absent an emergency declaration or emergency orders.
- E. Public Warning and Emergency Information
1. In order to implement public protective actions there should be a timely, reliable and effective method to warn and inform the public.
  2. Activation and implementation of public warning is an Operations section responsibility.
  3. Information and warnings to the public that a threatening condition is imminent or exists can be accomplished through the use of the following resources. Though public warning, in many cases, can be implemented solely by on-scene personnel, the use of the systems in (a), (b), and (c) below require strict coordination with the Town EOC:
    - a) Emergency Alert System (EAS) – formerly known as Emergency Broadcast System (EBS), involves the use of the broadcast media including television, Radio, and cable TV, to issue emergency warnings. Can be activated by means of a telephone or encoder by select Town officials including the Emergency Manager.
    - b) NOAA Weather Radio (NWR) – is the “Voice of the National Weather Service” providing continuous 24-hour radio broadcasts of the latest weather information including severe weather warnings directly from the Weather Service Office in Upton N.Y. NWR will also broadcast non-weather – related emergency warnings. NWR broadcasts on select high-band FM frequencies, automated

alarm capabilities, and Specific Area Message Encoding (SAME) technology are generally available. NWR broadcast signal can be received by Town – wide. NWR is also a component of EAS.

- c) New York State also provides an emergency alerting system known as NY-Alert which provides emergency notification systems for state-wide emergency conditions or potential emergency conditions.
  - d) Door-to-door public warning can be accomplished in some situations by the individual alerting of each residence/business in a particular area. This can be undertaken by any designated group such as police, fire police, firefighters, community volunteers, etc. visiting each dwelling in the affected area and relating the emergency information to the building occupants. To achieve maximum effectiveness, the individual delivering the warning message should be identified.
4. Special arrangements may be made for providing warning information to the hearing impaired and, where appropriate, non-English speaking population groups.
5. The Command Staff position of Public Information Officer, if established, or its function, may, in coordination with on-scene Incident Command:
- a) establish and manage a Media Information Center (MIC) from where to respond to inquiries from the news media and coordinate all official announcements and media briefings.
  - b) authenticate all sources of information being received and verify accuracy.
  - c) provide essential information and instructions including the appropriate protective actions to be taken by the public, to the broadcast media and press.
  - d) coordinate the release of all information with the key departments and agencies involved both at the EOC and on-scene.
  - e) check and control the spread of rumors
  - f) arrange and approve interviews with the news media and press by emergency personnel involved in the response operation.
  - g) arrange any media tours of the emergency sites
7. The MIC may be established at the EOC or at any location where information flow can be maintained, without interfering with emergency operations.

#### F. Emergency Medical and Public Health

1. A high impact disaster can cause injury and death to large numbers of people. In

addition, damage to and destruction of homes, special facilities, and vital utilities may place the public at substantial risk of food and water contamination, communicable diseases, and exposure to extreme temperatures.

2. There may be established within the Operations section an Emergency Medical/ Public Health Group including representatives from Orange County Health Department to ensure that health and medical problems are being addressed. This Group will be led by the Town EMS Providers and include representatives from the Town of Newburgh Ambulance Corps., Mobile Life Support Services, and local hospitals as needed.

#### G. Meeting Human Needs

1. The Planning and Operations functions are responsible for ascertaining what human needs have been particularly affected by an emergency and responding to those unmet needs with the available resources of Town government and with the assistance of volunteer agencies and the private sector.
2. There may be established within the Operations section a Human Needs Branch to perform the tasks associated with (1) above.

3. If needed, during a time of emergency there are resources listed within this

document comprised of representatives from Town, County, and local agencies, volunteer and the private sector, whose purpose is to assist in the coordination of the delivery of human services in the Town of Newburgh, and to advise the Town Supervisor on human needs issues.

#### H. Restoring Public Services

1. The Operations and Planning sections are responsible for ascertaining the emergency's effect on the infrastructure and the resultant impact on public services including transportation, electric power, fuel distribution, public water, telephone, and sewage treatment and ensuring that restoration of services is accomplished without undue delay.
2. There may be established within the Operations section a Public Infrastructure Group to perform the tasks associated with (1) above.
3. By written agreement, in the event of a major power outage, the Operations Section will assign a representative to track Central Hudson Gas and Electric's response to the incident and maintain periodic updates on the schedule of power restoration.
4. During response operations relating to debris clearance and disposal, the Town of Newburgh should act in cognizance of and in cooperation with the Town Highway Department, Orange County and New York State Department of Transportation,

and our local volunteer Fire Departments.

#### I. Resource Management

1. The Planning function is responsible for the identification and allocation of additional resources to respond to the emergency situation.
2. Resources owned by the municipality in which the emergency exists should be used first in responding to the emergency.
3. All Town-owned resources are under the control of the Town Supervisor during an emergency and can be utilized as necessary.
4. Resources owned by other municipalities in and outside of the Town of Newburgh can be utilized upon agreement between the requesting and offering government.
5. Resources owned privately cannot be commandeered or confiscated by government during an emergency. However, purchases and leases of privately owned resources can be expedited during a declared emergency. In addition, it is not uncommon for the private sector to donate certain resources in an emergency.

#### J. Standard Operating Guides and other supporting plans.

1. Each Town of Newburgh agency assigned responsibility under this Response portion of the plan is required by this plan to have its own Standard Operating Guides (SOGs). These SOGs address activation of personnel, shift assignments at the EOC, assignment to the field including the Incident Command Post (if applicable), coordination with other agencies, drills, exercises, and ICS training.
2. Each agency SOG is to be updated at least annually and reviewed at a joint agency planning meeting held each spring. Copies of each SOG are retained by the Public Safety Office
3. The following is a list of functional and hazard specific annexes that support this plan, and are filed in the Town of Newburgh Public Safety Office:
  - Orange County Fire Mutual Aid Plan
  - Stewart Airport Emergency Response Plan
  - Orange County Red Cross Sheltering Plan
4. The following documents support this portion of the plan and are appended to it:

Appendix 1 – NIIMS Incident Command System Position Description

Appendix 2 – Standard Operating Guide for the Town of Newburgh  
Operations Center (EOC)

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

Appendix 4 – Evacuation and Sheltering Management Annex

Appendix 5 – Records Management Emergency Plan

## TOWN OF NEWBURGH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

### SECTION IV

#### RECOVERY

##### A. Damage Assessment

1. All departments of the Town of Newburgh will participate in damage assessment activities.
2. The Public Safety Officer is responsible for:
  - a) Developing with Town departments, a damage assessment program;
  - b) Coordinating damage assessment activities in the Town during and following an emergency.
  - c) Designating a Damage Assessment Officer for each emergency.
3. All Town Departments will cooperate fully with the Public Safety Officer in damage assessment activities including:
  - a) Pre-emergency:
    - identifying Town departments, personnel, and resources to assist and support damage assessment activities.
    - identifying non-government groups such as non-profit organizations, trade organizations and professional people that could provide damage assessment assistance.
    - fostering agreements between local government and the private sector for technical support
    - utilizing geographic information systems (GIS) in damage assessment
    - participating in annual training
  - b) Emergency

- obtaining and maintaining records, including documents, maps, photos and video tapes of damage.
- reviewing procedures and forms for reporting damage to higher levels of government
- determining if State assistance is required in the damage assessment process

c) Post – emergency

- advise town departments of assessment requirements
- selecting personnel to participate in damage assessment survey teams
- arranging for training of selected personnel in damage assessment survey techniques.
- identifying and prioritizing areas to survey damage
- assigning survey teams to selected areas
- completing damage assessment survey reports and maintaining records of the reports

4. It is essential that, from the onset of emergency response actions, local response personnel keep detailed records of expenditures for:
  - a) labor used
  - b) use of owned equipment
  - c) use of borrowed or rented equipment
  - d) use of materials from existing stock
  - e) contracted services for emergency response
  - f) submitting damage assessment reports to the Orange County Emergency Management Office
5. Damage assessment will be conducted by town employees, such as Code Compliance, Highway Department, Engineering, Water and Sewer Dept, and Filter Plant. When necessary, non-government personnel from the fields of engineering, construction, insurance, property evaluation, and related fields may supplement the effort.
6. There will be two types of damage: Infrastructure (damage to public property and the infrastructure); Individual assistance (IA) teams (impact on individuals and families, agriculture, private sector)
7. Damage assessment information will be reported to the Damage Assessment Officer at the EOC.
8. Personnel from town departments and agencies, assigned damage assessment responsibilities, will remain under the control of their own departments, but will report to the Damage Assessment Officer upon completion and for task assignment.

9. All assessment activities in the disaster area will be coordinated with the on-site Incident Commander (when appropriate) and the EOC Manager.
10. The Emergency Manager or designee in conjunction with the Damage Assessment Officer will prepare a Damage Assessment Report which will contain information on
  - destroyed property
  - property sustaining major damage
  - property sustaining minor damage, for the following categories:
    - a) damage to private property in dollar loss to the extent not covered by insurance.
      - 1) homes
      - 2) businesses
      - 3) industries
      - 4) utilities
      - 5) hospitals, institutions and private schools
    - b) damage to public property in dollar loss to the extent not covered by insurance.
      - > road systems
      - > bridges
      - > water controlled facilities such as dikes, levees, channels
      - > public buildings, equipment, and vehicles
      - > public – owned utilities
      - > parks and recreational facilities
    - c) damage to agriculture in dollar loss to the extent not covered by insurance:
      - > farm buildings
      - > machinery and equipment
      - > crop losses
      - > livestock
    - d) cost in dollar value will be calculated for individual assistance in the areas of mass care, housing, and individual family grants.
    - e) community services provided beyond normal needs
    - f) debris clearance and protective measures taken such as pumping, sandbagging, construction of warning signs and barricade, emergency levees, etc.

- g) financing overtime and labor required for emergency operations

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

11. The Public Safety Officer, through the Orange County Emergency Management Office, will submit the Damage Assessment Report to the State Emergency Management Office, Region II Office. It is required for establishing the eligibility for any State and/or federal assistance.

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

12. Unless otherwise designated by the Town Supervisor, the Public Safety Officer will serve as the Town's authorized agent in disaster assistance applications to State and Federal government.

13. The Town's authorized agent will:

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

## B. Planning for Recovery

1. Recovery includes community development and redevelopment.



2. Community development is based on a comprehensive community development plan prepared under direction of local planning boards with technical assistance provided by their consultants.
3. Comprehensive community development plans are officially adopted by local government as the official policy for development of the community.
4. The Town of Newburgh has both public and political support for land use planning and the corresponding plan implementation tools such as zoning ordinances, subdivision regulations, building codes, etc. have pre-disaster prevention and mitigation capability by applying these methods successfully after disasters.
5. A central focal point of analytical and coordinative planning skills which could obtain the necessary political leadership and backing when needed, is required to coordinate the programs and agencies necessary to bring about a high quality of recovery and community redevelopment.
6. Town Government decides whether the recovery will be managed through existing organizations with planning and coordinative skills or by a recovery task force created exclusively for this purpose.
7. A recovery task force will:
  - a) Direct the recovery with the assistance of town departments and response agencies.
  - b) Prepare a local recovery and redevelopment plan, unless deemed unnecessary.
8. The recovery and redevelopment plan shall include;
  - a) Replacement, reconstruction, removal, relocation of damaged/ destroyed
  - b) Establishment of priorities for emergency repairs to facilities, buildings and
  - c) Economic recovery and community development
  - d) New or amended zoning ordinances, subdivision regulations, building and sanitary codes.
9. Recovery and redevelopment plan will account for and incorporate to the extent practical, relevant existing plans and policies.
10. Prevention and mitigation measures should be incorporated into all recovery planning where possible.
11. Responsibilities for recovery assigned to local governments depend on whether or not a State disaster emergency has been declared pursuant to Article 2-B of the State Executive Law.
12. If the governor declares a state disaster emergency, then under Section 28 – a the

Town of Newburgh has the following responsibilities:

- a) Any town included in a disaster area shall prepare a local recovery and redevelopment plan, unless the legislative body of the municipality shall determine such a plan to be unnecessary or impractical.
- b) Within 15 days after declaration of a state disaster, the town shall report to the State Disaster Preparedness Commission (DPC) through SEMO whether the preparation of a recovery and redevelopment plan has been started and, if not, the reasons for not preparing the plan.
- c) Proposed plans shall be presented at a public hearing upon five (5) days notice published in a newspaper of general circulation in the area affected and transmitted to the radio and television media for publications and broadcast.
- d) The local recovery and redevelopment plan shall be prepared within 45 days after the declaration of a state disaster and shall be transmitted to the DPC. The DPC shall provide its comments on the plan within 10 days after receiving the plan.
- e) A plan should be adopted by such town within 10 days after receiving the comments of the DPC.
- f) The adopted plan:
  - May be amended at anytime in the same manner as originally prepared, revised and adopted; and
  - Shall be the official policy for recovery and redevelopment within the municipality.

### C. Reconstruction

#### 1. Reconstruction consists of two phases:

- a) Phase 1 – short term reconstruction to return vital life support systems to minimum operating standards;
- b) Phase 2 – long term reconstruction and development which may continue for years after a disaster and will implement officially adopted plans and policies. including risk reduction projects, to avoid conditions and circumstances that led to the disaster.

#### 2. Long term reconstruction and recovery includes activities such as:

- a) Scheduling planning for redevelopment
- b) Analyzing existing State and Federal programs to determine how they may be

- c) Conducting of public meetings and hearings
  - d) Providing temporary housing and facilities
  - e) Public assistance
  - f) Coordinating State/Federal recovery assistance
  - g) Monitoring of reconstruction progress
  - h) Preparation of periodic progress reports to be submitted to SEMO
3. Reconstruction operations must conform to existing State/Federal laws and regulations concerning environmental impact.
  4. Reconstruction operations in and around designated historical sites must conform to existing State and FEMA guidelines.

#### D. Public Information on Recovery Assistance

1. Public Information Officers are responsible for making arrangements with the broadcast media and press to obtain their cooperation in adequately reporting to the public on:
  - a) What kind of emergency assistance is available to the public.
  - b) Who provides the assistance.
  - c) Who is eligible for assistance.
  - d) What kinds of records are needed to document items which are damaged or destroyed by the disaster.
  - e) What actions to take to apply for assistance.
  - f) Where to apply for assistance.
2. The following types of assistance may be available:
  - a) Food stamps (regular and/or emergency)
  - b) Temporary housing (rental, mobile home, motel)
  - c) Unemployment assistance and job placement (regular and disaster unemployment)
  - d) Veteran's benefits
  - e) Social Security benefits
  - f) Disaster and emergency loans (Small Business Administration, Farmers Home Administration)
  - g) Tax refund
  - h) Individual and family grants
  - i) Legal assistance
3. All the above information will be prepared jointly by the Town PIO as appropriate and furnished to the media.

## Media Reception Area

One of the first items to be addressed by the Emergency Operations Center (EOC) is to prepare for a Media Response to the emergency incident. The spokesperson or Public Information Officer (PIO) for the Town of Newburgh is the Town Supervisor or his/her designate.

All media plans should be coordinated between the Town EOC and the on scene Incident Command Post (ICP). The ICP should be aware of the schedule of briefings in the event the Incident Commander would like to send a representative from the command staff to give a statement during one of the scheduled briefings.

The Town EOC should present an organized plan for coordinating the dissemination of information through all media forms, relative to the emergency incident.

A Media Reception Area should be designated to where the media is to gather and where scheduled press briefings will be conducted. The Reception Area should be close to the EOC to enable easy access for briefings. The Media Reception Area should be easily identified with signage that is clearly seen and illuminated. The most effective location for a Media Reception Area being the Town Hall Meeting Room.

A schedule of briefings should be posted inside the Reception Area and strictly adhered to. Even if there is no new information to be released the PIO should still appear to show a cooperative effort with the media.

As the incident progresses the media will ask for an opportunity to photograph the scene. This should be scheduled only with the approval of the Incident Commander, the media is to be kept together as a group with a guide from the EOC and/or the ICP stating where they may go and for how long. The media group should be transported in a Town authorized vehicle, preferably a police or town recreation van to limit vehicle access to the incident site.

At the conclusion of the incident, and prior to disassembling the Media Reception Area a closing statement should be made by the PIO giving a final opportunity for questions and to provide information on any further actions that will be undertaken to provide complete recovery from the incident, any subsequent investigations that will be conducted, and who or what parties may be contacted for follow-up information.

