

Town of Fallsburg

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**Comprehensive Emergency  
Management Plan**

July 2006

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**Article I**

## **Executive Summary**

### **§1-01 Advisory**

This plan represents general guidelines that can be modified by emergency personnel as appropriate. This plan does not create any right or duty that is enforceable in a court of law.

### **§1-02 Definitions**

DPC	New York State Disaster Preparedness Commission
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
IC	Incident Commander
JNC	Joint News Center
NIIMS/ICS	National Interagency Incident Management System/Incident Command System
NOAA	National Oceanic and Atmospheric Administration
NWR	National Weather Radio – Voice of the National Weather Service
NWS	National Weather Service
PIO	Public Information Officer
SC911	Sullivan County 911 Communication Center
SCOEM/HS	Sullivan County Office of Emergency Management/Homeland Security
SCEMP	Sullivan County Comprehensive Emergency Management Plan
SEMO	State Emergency Management Office
TOWN	Town of Fallsburg

### **§1-03 Introduction**

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

#### §1-04 **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.

#### §1-05 **Management Responsibilities**

Town departments= and agencies= emergency management responsibilities are outlined in this plan, assignments are made within the framework of the present Town capability and existing organizational responsibilities.

The Town intends to use the National Incident Management System (NIMS) 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 county level of government to manage all phases of an emergency. The Town may be called to assist the other local governments in the county in the event that other towns/villages have fully committed their resources and are still unable to cope with any disaster. Sullivan County has the responsibility to assist the Town in the event the Town has fully committed its resources, and is still unable to cope with a disaster. Similarly, New York State is obligated to provide assistance to the county after resources have been exhausted and the county 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 involve itself 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 failure and power outage.

#### **§1-06 Conclusion**

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

## **Article II**

### **General Considerations and Planning Guidelines**

#### **§1-07 Policy Regarding Comprehensive Emergency Management**

1. A wide variety of emergencies caused by nature or technology, result in loss of life, property and income, and disrupts the normal functions of government, communities and families, and causes human suffering.
2. The Town government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from emergencies in the Town.
3. Under authority of Section 23 of the New York State Executive Law, the 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, the Town of Fallsburg has developed this Comprehensive Emergency Management Plan.
4. This concept of Comprehensive 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. Article III of this Plan, **Risk Reduction**, describes activities to prevent or minimize the impact of hazards in the Town.

6. Response:

- a. Response operations may start before the emergency materializes, for example on receipt of advisories that floods, blizzards, or ice storms could impact the jurisdiction. 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.

7. Recovery:

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.

### §1-08 Purpose and Objectives of the Plan

1. This Plan sets forth the basic requirements for managing emergencies in the Town.
2. The objectives of the Plan are:
  - a. To identify, assess and prioritize 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 that the Town government, in concert with County government, 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 County, 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.

### **§1-09 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

### **§1-10 Concept of Operations**

- 1. The primary responsibility for responding to emergencies rests with Town government, and with the Town Supervisor.
- 2. Town government agencies and the emergency service organizations play an essential role as the first line of defense.
- 3. Responding to a disaster, the Town is required to utilize its own facilities, equipment, supplies, personnel and resources first.
- 4. The Town Supervisor has the authority to direct and coordinate disaster operations and may delegate this authority to the Town Emergency Services Coordinator.
- 5. The Town will utilize the National Incident Management System (NIMS) ICS to manage all emergencies requiring multi-agency response. The Town recommends and encourages all emergency services organizations in the Town to utilize ICS.
- 6. When Town resources are inadequate, the Town Supervisor or his designee may obtain assistance from other political sub-divisions and the County government.



7. A request for County assistance will be made to the Director of SCOEM/HS, through the Town Supervisor or the designee.
8. The Director of SCOEM/HS has the authority to direct and coordinate County disaster operations, and may coordinate responses for requests for assistance for the local governments.
9. The SCOEM/HS is responsible for coordinating County emergency management activities.
10. The Director of SCOEM/HS may coordinate requests for assistance from other political sub-divisions within Sullivan County, and with other counties in the State.
11. When the disaster is beyond the resource and management capability of Sullivan County, the Director of SCOEM/HS may request State assistance through the State Emergency Management Office (SEMO).
12. State assistance is supplemental to local emergency efforts.
13. Direction and control of State risk reduction response and recovery actions is exercised by New York State Disaster Preparedness Commission (DPC), coordinated by the New York State Emergency Management Office (SEMO). Director of SCOEM/HS will assist the Town, and serve as a liaison to the State.
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.

#### **§1-11 Plan Maintenance and Updating**

1. The Town Emergency Services Committee is responsible for maintaining and updating this Plan.
2. All Town departments and agencies are responsible for annual review of their emergency response role and procedures, and provide any changes to the Town Clerk by February 1<sup>st</sup> of each year.
3. The Plan should be reviewed and updated annually with revised pages distributed by April 1<sup>st</sup> of each year.

## **Article III Risk Reduction**

### **§1-12 Town Hazard Mitigation Planning**

1. The Town Supervisor has designated the Town Highway Superintendent as the central point of contact for hazard mitigation.
2. The Town Highway Superintendent is responsible for coordinating with the Sullivan County Hazard Mitigation Coordinator in reducing hazards potentially affecting the Town.
3. All Town agencies will participate in risk reduction activities with the Town Highway Superintendent.
4. The Town Highway Superintendent will participate as a member of the Town Emergency Services Committee.

### **§1-13 Identification and Analysis of Potential Hazards**

1. The Town Emergency Service Committee, in coordination with the Director of SCOEM/HS, will:
  - a. Identify potential hazards in the Town, and outside of Town boundaries that could affect the Town.
  - b. Determine the probable impact each of those hazards could have on people and property.
  - c. Delineate the geographic areas affected by potential hazards, plot them on maps, and designate them as hazard areas.

Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.

2. To comply with (a) and (b) above, hazards that pose a potential threat have been identified and analyzed by the Town Emergency Services Committee using the program **HAZNY**, provided by the State Emergency Management Office.
3. This hazard analysis:
  - a. Provides a basic method for analyzing and ranking the identified hazards, including identification of geographic areas and populations 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 Sullivan County Emergency Management Office, and the New York State Emergency Management Office.
  - d. After completion in (insert date), was submitted to the SCOEM/HS.
4. The rating and ranking results of the hazard analysis are found in **the SCEMP Chapter 9 - Hazard Mitigation Plan**.
5. The complete Hazard Analysis results are located in the Town of Fallsburg Town Hall, and the SCOEM/HS.

#### §1-14 Risk Reduction Policies, Programs and Reports

1. Town agencies will coordinate with Sullivan County in promoting policies, programs and activities to reduce hazard risks in their area of responsibility.
- a. Examples of the above are:
    - To encourage the adoption of 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 Town Public Works Departments to address dangerous conditions on roads used by hazardous materials carriers.
2. The Town Board is responsible for land use management of Town-owned land and the review of land use management actions throughout the Town, including authorizing Town land use management programs.
3. In all of the above activities, the Town Board will take into account the significant hazards in the Town.
4. The Town Emergency Services Committee will participate in risk reduction workshops, sponsored by Sullivan County, and will meet bi-annually to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.

5. A report of proposed hazard reduction activities will be presented to the Town Supervisor and the Director of SCOEM/HS for consideration and funding.

#### **§1-15 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 is a critical part of Risk Reduction.
2. The Emergency Services Committee will, every three years:
  - 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 Emergency Services Committee in its assessment, the Town Emergency Services Coordinator, in coordination with the Director of SCOEM/HS, will conduct table-top exercises based upon specific hazards and hazard areas identified by the Committee.
4. The Emergency Services Committee will identify emergency response shortfalls and make recommendations for implementing corrective actions to the Emergency Services Coordinator and the Town Supervisor.

## §1-16 Training of Emergency Personnel - See Attachment I

1. The Town Emergency Services Coordinator, in coordination with the Director of SCOEM/HS, has the responsibility to:
  - a. Arrange and provide, with the assistance of the New York State Emergency Management Office (SEMO), and the New York Office of Fire Prevention and Control, training programs for Town emergency response personnel.
  - b. Encourage and support training for town emergencies.
  - c. Such training programs will:
    - include information on the characteristics of hazards and their consequences and the implementation of emergency response actions including protective measures, notification procedures, and available resources
    - include Incident Command System (ICS) training, focusing on individual roles
    - provide emergency personnel with the skills necessary to help reduce or eliminate hazards and increase their response capability
    - be provided in crisis situations that requires additional specialized training and refresher training
  - d. Conduct periodic exercises and drills to evaluate capabilities and preparedness that tests major portions of the elements and responsibilities in the Town Comprehensive Emergency Management Plan and to test readiness of warning and communication equipment.
2. Volunteers participating in emergency services such as fire and rescue operations, ambulance services, first aid and other emergency medical services, Red Cross, should be trained by these services in accordance with established procedures and standards.

### **§1-17 Public Education and Awareness**

1. The SCOEM/HS is responsible for:
  - a. Providing education on hazards to the young adult and adult public in the County.
  - b. Making the public aware of existing hazards in their communities
  - c. Familiarizing the public with the kind of protective measures the County has developed to respond to any emergency arising from the hazard.
2. The Town will participate in such activities, including offering Town facilities for use, to conduct public education forums.

### **§1-18 Monitoring of Identified Hazard Areas**

1. All Town agencies will be cognizant of known hazards in the Town, so as to detect a hazardous situation in its earliest stages.
2. As a hazard=s emergence is detected, this information is to be immediately provided to the Sullivan County E911 Communications Center (SC911) and disseminated to Town officials 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, toxic exposure 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 the Town Supervisor and the SCOEM/HS.

## **Article IV**

### **Response Organization and Assignment of Responsibilities**

#### **§1-19 Town Supervisor Responsibilities, Powers, and Succession**

1. The Town Supervisor is ultimately responsible for Town emergency response activities and:
  - a. May assume personal command of the Town emergency response organization if the scope and magnitude of the emergency indicates the necessity of personal management and direction of the response and recovery operations.
  - b. Controls the use of all Town owned resources and facilities for disaster response.
  - c. Maintains and manages the Town Emergency Operations Center (EOC).
  - d. Facilitates coordination between the Town and:
    - the Incident Commander
    - Town response agencies
    - villages located within the Town
    - local governments outside the Town
    - Sullivan County
    - private emergency support organizations
  - e. May declare a local state of emergency in the Town, and may promulgate emergency orders and waive local laws, ordinances, and regulations.
  - f. May request assistance from other towns and Sullivan County, when it appears that the incident will escalate beyond the capability of Town resources.
  - g. May provide assistance at the request of other local governments both within and outside Sullivan County.

2. In the event of the immediate unavailability of the Town Supervisor, the following line of command and succession has been established to ensure continuity of government and the direction of emergency operations:
  - a. The Deputy Town Supervisor will assume the duties and responsibilities until the Supervisor is available.
  - b. The Town Highway Superintendent will assume the duties and responsibilities until the Town Supervisor or the Deputy Town Supervisor is available.

### §1-20 Town Emergency Response Organization

1. The Incident Command System (ICS):
  - a. The Town will adopt the Incident Command System (ICS), as developed by the National Interagency Incident Management System (NIIMS), and formally adopted by Sullivan County, and 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.
  - b. ICS is organized by functions. There are five (5):
    - 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 directly 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. During an emergency, Town response personnel must be cognizant of the ICS 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.
- g. The Incident Commander is usually selected due to his/her position as the highest ranking responding 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.
- h. 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 and may be instituted or supported by County government.
- i. Town response personnel operating at the Town EOC will be organized by ICS function, as depicted below and interface with their on-scene counterparts, as appropriate.
- j. 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. Assignments may change as situation dictates or as directed by the Town Supervisor.

2. Agency Responsibilities:

- a. The Town Supervisor shall exercise ultimate responsibility and oversight for emergency response and shall delegate ICS responsibilities as described in **Table 1**, or as special circumstance warrants.

## §1-21 Managing Emergency Response

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

1. On-scene emergency response operations will be directed and controlled by the 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.
2. The Town EOC will be used to support the Incident Command Post activities and to coordinate Town resources and assistance. The EOC can also be used as an Area Command Post where Area Command is instituted.
3. A Command Post will be selected by the Incident Commander based upon logistical needs of the situation and located at a safe distance from the emergency site.
4. The Town EOC is located at the Town of Fallsburg Town Hall at 19 Railroad Plaza, South Fallsburg, NY.
5. If a disaster situation renders the EOC inoperable, an auxiliary EOC may be established at another location designated at the time.
6. The EOC can provide for the centralized coordination of Town agencies= activities from a secure and functional location.
7. Depending on the incident size and complexity, the Town Supervisor may designate a County Liaison. This position will facilitate the coordination between County response agencies and the Town response organization.
8. Town agencies and other organizations represented at the EOC will be organized according to ICS function under the direction of the Town Supervisor.
9. Each agencies= senior representative at the EOC will be responsible for directing or coordinating his/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 Town Supervisor is responsible for managing the EOC or auxiliary EOC during emergencies.

11. If required, the EOC will be staffed to operate continuously on a twenty-four hour a day basis. In the event of a 24-hour operation, two 12-hour shifts will be utilized. (The additional 2 hour is for shift change briefings). Designation of shifts will be established as conditions warrant by the Town Supervisor.
12. Work areas will be assigned to each agency represented at the EOC.

A. Notification and Activation

1. An initial notification of an emergency situation may originate from the public, Town agencies or from Sullivan County.
2. Upon receiving initial notification of an emergency impacting the Town, SC911 will **immediately** alert the appropriate Town response agency.
3. This initial notification sets into motion the activation of Town emergency response personnel (e.g. police, fire, EMS).
4. First responders may or may not require additional response personnel, or may request minimal assistance from other Town response personnel, such as mutual aid between fire districts.
5. When the incident is beyond the capabilities of the initial responding agency=s, the Incident Commander will notify SC911, and update the response level.
6. Each emergency is to be classified into one of four Town Response Levels according to the scope and magnitude of the incident.
  - a. Response Level A0" Non-emergency situation, facility readiness status maintained through planning sessions, training, drills and exercises.
  - b. Response Level A1" Controlled emergency situation without serious threat to life, health, or property, which requires no assistance beyond initial first responders.
  - c. Response Level A2" Limited emergency situation with some threat to life, health, or property, but confined to limited area, usually within the Town or involving small population.

- d. Response Level A3" Full emergency situation with major threat to life, health, or property, involving large population, County and possibly State involvement.
- 7. Upon notification of an emergency response level, the SC911 will immediately alert the appropriate Town official.
- 8. Town Emergency response personnel will be activated according to the Response Level classification.

**For Response Level A3" classification, full EOC staffing is achieved as soon as possible. Except for first responders to the scene, assignment of Town response personnel to other locations including the emergency scene will be made through the EOC.**

B. Assessment and Evaluation

- 1. As a result of information provided by the EOC Section Coordinators, the Command Section 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

**TABLE 1****ICS Function and Response Activities by Agency**

<b><u>Agency</u></b>	<b><u>ICS Function</u></b>	<b><u>Response Activities</u></b>
Office of Town Supervisor	Command	Ultimate situation responsibility; Declaration of State of Emergency; Promulgation of Emergency Orders
	Public Information	Emergency Public Information
	Operations	Activation and coordination of the EOC; Public Warning
	Liaison	Liaison and Coordination with governments and organizations
Town Police Department	Operations	Communications; Warning; Law Enforcement
Town EMS Squads	Operations	Medical Care and Treatment Crisis Counseling
Town Fire Departments	Operations	Fire Suppression and Control; Search and Rescue; HAZMAT Exposure Control
	Safety	Emergency Worker Protection
Town Highway Department	Operations	Debris Removal and Disposal; Damage Assessment; Sewage Control
Town Board	Planning	Situation Assessment and Documentation; Advance Planning
American Red Cross	Operations	Temporary Housing and Shelter; Emergency Feeding and Clothing
Town Clerk	Logistics	Supply and Procurement; Information Systems, Human Resources
	Finance/Administration	Purchasing; Accounting; Record Keeping

C. 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 the 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 1** 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 may, in many cases, be implemented solely by on-scene personnel, the use of the systems in (a), (b) and/or (c) below, require strict coordination with the Sullivan County 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. EAS can be activated by select County officials.

- 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 Albany. NWR will also broadcast non-weather-related emergency warnings. NWR broadcasts on select high-band FM frequencies, not available on normal AM-FM radios. Radios with NWR frequencies, automated alarm capabilities, and Specific Area Message Encoding (SAME) technology are generally available. NWR broadcast signal can be received County-wide. NWR is also a component of EAS. Emergency broadcasts on the NWR can also be initiated by select County officials.
  - c. Stationary Fire Sirens: there is one type of stationary warning siren in use in the Town:
    - Fire sirens - located at fire stations throughout the Town for alerting volunteer firefighters. The sirens can be directly activated, or caused to be activated, from SC911. This will allow the Town to warn residents pursuant to local protocol and capabilities.
  - d. Emergency service vehicles with siren and public address capabilities: many police and fire vehicles in the Town are equipped with siren and public address capabilities. These vehicles may be available during an emergency for Route Alerting of the public.
  - e. 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 auxiliary police, regular police, fire police, regular firefighters, and EMS personnel 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 in official uniform.
4. Town and County officials will advocate, as part of their normal dealing with special institutions such as schools, hospitals, nursing homes, major industries and places of public assembly, that they obtain and use tone-activated receivers/monitors with the capability to receive NOAA Weather Radio (NWR) with SAME reception.
  5. Special arrangements may be made for providing warning information to the hearing impaired and, where appropriate, non-English speaking population groups.

6. The Command Staff position of Public Information Officer (PIO) may be established. This should be done in coordination with on-scene Incident Command, the Town Supervisor, and, if involved, officials from Sullivan County.
7. In some cases, depending upon the magnitude of the incident, the Town may rely upon Sullivan County to establish and maintain a Joint News Center (JNC). Regardless, the Public Information Officer should:
  - a. Establish and manage a Joint News Center (JNC) 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 spreading 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 emergency sites.

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 appropriately designed Emergency Medical/Public Health function to ensure that health and medical problems are being addresses.
3. Emergency Medical and Public Health need that exceed the capability of the resources within the Town shall be managed as outlined in Chapter 8 – Health Emergency Operations Plan of the SCEMP.



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 and County government and with the assistance of volunteer agencies and the private sector.
2. There may be established within the Operations section, a Human Needs Group to perform the tasks associated with (1) above.

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, and ensuring that restoration of services is accomplished without undue delay.
2. There may be established within the Operations section, a Public Infrastructure function, assigned appropriately, to perform the tasks associated with (1) above.
3. During response operations relating to debris clearance and disposal, the Town of Fallsburg should act in cognizance of and in cooperation with the County EOC.

I. Resources Management

1. The Planning function is responsible for the identification and allocation of additional resources needed to respond to the emergency situation.
2. Resources owned by the Town 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 can be utilized upon agreement between the requesting and offering government, and should be coordinated through the Sullivan County Emergency Management Office.

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 agency assigned responsibility under this Response portion of the plan is to have its own Standard Operating Guide (SOG).
2. These SOG=s address agency personnel, shift assignments to the EOC, coordination with other agencies, ICS training and resource inventory.
3. Each agency SOG should be updated at least annually and reviewed at an agency planning meeting, held each spring.
4. Copies of each SOG are retained by the Town Supervisor=s Office.

As of (insert date), the following agency SOG=s have been filed:

Town of Fallsburg	Police Department=s Emergency Response Plan
Town of Fallsburg	Fire & Mutual Aid Plan (covered by the County Plan)
Town of Fallsburg	Highway Department Emergency and Resource Listing

5. The following documents support this portion of the plan and are appended to it:

**Appendix 1 - Instructions for Declaring a State of Emergency and Issuing Emergency Orders**

## **Article V**

### **Recovery**

#### **§1-22 Damage Assessment and Situation/Status Evaluation**

1. The Town will participate and cooperate with Sullivan County in damage assessment activities.
2. The Town Supervisor shall coordinate with the Sullivan County Emergency Management Office in:
  - a. Developing a Town damage assessment program.
  - b. Coordinating damage assessment activities in the Town during and following an emergency.
  - c. Designating a Town official to coordinate with the Damage Assessment Officer from the County.
  - d. Maintain detailed records of emergency expenditures on standard documentation forms. These forms are available from the Director of SCOEM/HS, through the Town Supervisor.
3. All Town departments and agencies in the Town will cooperate fully with the County Emergency Manager, and participate in damage assessment activities including:
  - a. **Pre-Emergency:**
    - identifying Town agencies, 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 Town government and the private sector for technical support

- b. **Emergency:**
    - obtaining and maintaining documents, maps, photos and video tapes of damage
    - reviewing procedures and forms for reporting damage to higher levels of government
  - c. **Post-Emergency:**
    - selecting personnel to participate in damage assessment survey teams
    - identifying and prioritizing areas to survey damage
    - completing project worksheets and maintaining records of the worksheets
4. It is essential that, from the outset of emergency response actions, Town response personnel keep details 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
5. Damage assessment will be conducted by County and Town government employees, such as Public Works Engineers, building inspectors, assessors and members of non-profit organizations such as the American Red Cross and the Salvation Army. 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 (2) types of damage assessment: **Infrastructure** (damage to public property and the infrastructure); and, **Individual Assistance** (IA) teams (impact on individuals and families, agriculture, private sector).
7. Town damage assessment information will be reported to the Damage Assessment Officer at the County EOC.
8. All assessment activities in the disaster area will be coordinated with the on-site Incident Commander (when appropriate) and the Town Supervisor.

9. The Town Official designated to coordinate with the County Damage Assessment Officer, will provide the following information to complete the Damage Assessment Report:

- 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:
    - homes
    - businesses
    - industries
    - utilities
    - hospitals, institutions and private schools
  - b. Damage to public property in dollar loss to the extent not covered by insurance:
    - road systems
    - bridges
    - water control facilities such as dikes, levees, channels
    - public buildings, equipment, and vehicles
    - publicly-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 barricades, emergency levees, etc..
  - g. Financing overtime and labor required for emergency operations.

10. This report will be submitted to the Sullivan County Emergency Management Office, and 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 County Emergency Management Office.

11. Unless otherwise designated by the Chairman of the County Legislature, the County Clerk will serve as the County=s authorized agent in disaster assistance applications to State and Federal government.

12. The Town Clerk will serve as the Town=s authorized agent, and work in concert with the County Clerk=s office to:

- a. Attend public assistance applicant briefing conducted by Federal and State
- b. Review SEMO=s Public Assistance Handbook of Policies and Guidelines for Applicants
- c. Obtain from the Damage Assessment Officer maps showing disaster damage
- d. Prepare and submit Request for Public Assistance in applying for Federal Disaster Assistance
- e. Assign local representative(s) who will accompany the Federal/State Survey Team(s)
- f. Follow up with County=s authorized representative and SEMO
- 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 for 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

## §1-23 Planning For Recovery

1. The Town has subdivision regulations, and building codes. As a result, the Town will have pre-disaster prevention and mitigation capability by applying these methods successfully after disasters.
2. A recovery task force will be developed by the Town, and will:
  - a. Direct the recovery with the assistance of Town departments and agencies coordinated by the Emergency Management Coordinator.
  - b. Prepare a local recovery and redevelopment plan, if appropriate, unless deemed unnecessary, pursuant to Section 28-a of the State Executive Law.
3. The recovery and redevelopment plan shall include:
  - a. Replacement, reconstruction, removal, relocation of damaged/destroyed infrastructures/buildings.
  - b. Establishment of priorities for emergency repairs to facilities, buildings and infrastructures.
  - c. Economic recovery and community development.
  - d. New or amended subdivision regulations, building and sanitary codes.
4. Recovery and redevelopment plan will account for and incorporate to the extent practical, relevant existing plans and policies.
5. Prevention and mitigation measures should be incorporated into all recovery planning where possible.
6. 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.

7. If the governor declares a state disaster emergency, then, under Section 28-a, the local governments have the following responsibilities:

- a. Any county, city, town or village 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, any county, city, town or village included in such disaster area, 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 shall be adopted by such county, city, town or village within 10 days after receiving the comments of the DPC.
- f. The adopted plan:

- may be amended at any time in the same manner as originally prepared, revised and adopted;

\*and\*

- shall be the official policy for recovery and redevelopment within the municipality.



## §1-24 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 redevelopment 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. Conducting of public meetings and hearings.
  - c. Providing temporary housing and facilities.
  - d. Public assistance.
  - e. Coordinating State/Federal recovery assistance.
  - f. Monitoring of reconstruction progress.
  - g. Preparation of periodic progress reports to be submitted to Sullivan County Emergency Management Office.
  - h. Analyzing existing State and Federal programs to determine how they may be modified or applied to reconstruction.
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.

## §1-25 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 actions to take to apply for assistance.
  - e. Where to apply for assistance.
  - f. What kinds of records are needed to document items which are damaged or destroyed by the disaster.
  
2. The following types of assistance may be available:
  - a. Food stamps (regular and/or emergency)
  - b. Temporary housing (rental, mobile home, motel)
  - c. Veteran=s benefits
  - d. Social Security benefits
  - e. Tax refund
  - f. Individual and family grants
  - g. Legal assistance
  - h. Unemployment assistance and job placement (regular and disaster unemployment)
  - i. Disaster and emergency loans (Small Business Administration, Farmers Home Administration)
  
3. All of the above information will be prepared jointly by the Federal, State, County, and Town PIO=s as appropriate and furnished to the media for reporting to public.

## APPENDIX 1

### Instructions for: **DECLARING A STATE OF EMERGENCY AND ISSUING EMERGENCY ORDERS**

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

1. The Town Supervisor, or a person acting for the Town Supervisor pursuant to Section I.A.(2) of this plan, can declare a local State of Emergency for all of, or anywhere in, the Town. The County Executive can declare a State of Emergency for anywhere in Sullivan County, including the Town of Fallsburg. All Village Mayors in the Town can declare States of Emergency within their jurisdiction.
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 Town 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 Town Supervisor, or person acting for, may rescind a local State of Emergency.

11. Though a rescission may be verbal or written, if the declaration was written, the rescission should also be written.
12. The rescission 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 rescission should be kept on file in the Town Clerk=s Office.

B. Sample Declaration of a local State of Emergency

A State of Emergency is hereby declared in the Town of Fallsburg effective at:

\_\_\_\_\_ on \_\_\_\_\_  
(Time) (Date)

This State of Emergency has been declared due to:

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(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 chief Executive of the Town of Fallsburg, I, \_\_\_\_\_  
(Name of Chief Executive)

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 Town.

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

\_\_\_\_\_  
(Signature) (Printed Name)

\_\_\_\_\_  
(Title) (Date)

ATTACHMENT 1

Town of Fallsburg Drill and Exercise Schedule

TO BE DETERMINED