

TOWN OF TUSTEN

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

2014



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TOWN OF TUSTEN COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

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EXECUTIVE SUMMARY

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 working as a team in a planning process recommended by the New York State Office of Emergency Management. 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 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 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 of Tusten Supervisor, in the capacity of Emergency Manager, together with an Emergency Management Team, is designated to coordinate all emergency management activities of the Town.

The Town of Tusten 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.

The Town has the responsibility to manage all phases of an emergency. The County has the responsibility to assist the Town in the event that it has fully committed its resources and is unable to cope with the disaster.

Similarly, New York State is obligated to provide assistance to the County after resources have been fully committed and the County is unable to cope with a disaster.

This Comprehensive Emergency 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.

Relevant sections of New York State Law pertaining to emergency management are attached for further on emergency management requirements that apply to the Town of Tusten as well as Sullivan County.

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.

**TOWN OF TUSTEN COMPREHENSIVE
EMERGENCY MANAGEMENT PLAN**

Section I

GENERAL CONSIDERATIONS AND PLANNING GUIDELINES

A. Comprehensive Emergency Management Policy

1. Town government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from emergencies in Town of Tusten.
2. Under authority of Section 23 of the New York State Executive Law, a town is authorized to develop a Comprehensive Emergency Management Plan to prevent, mitigate, respond to and recover from emergencies and disasters. The Town of Tusten has developed this Comprehensive Emergency Management Plan to meet this responsibility
3. This concept of Comprehensive Emergency Management includes three phases:
 - a) **Risk Reduction.** This includes both prevention and mitigation. Prevention refers to those short or long term activities which eliminate or reduce the number of occurrences of disasters. Mitigation refers to all activities which reduce the effects of disasters when they do occur.

Section II of this Plan, Risk Reduction, describes activities to prevent or minimize the impact of hazards in the Town of Tusten.

- b) **Response.** 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

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.

Response operations in the Town of Tusten are the responsibility of the Town Board, supported by the Sullivan County emergency operations as

appropriate. If the Town is unable to adequately respond, County response operations may be asked to assume a leadership role.

- c) **Recovery.** Recovery activities are those following a disaster to restore the community to its pre-emergency state, to correct adverse conditions that 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

This Plan sets forth the basic requirements for managing emergencies in the Town of Tusten. The objectives of the Plan are:

1. To identify, assess and prioritize local and regional vulnerabilities to emergencies or disasters and the resources available to prevent or mitigate, respond to, and recover from them.
2. To outline short, medium and long range measures to improve the Town's capability to manage hazards.
3. To provide that Town of Tusten takes the appropriate actions to prevent or mitigate effects of hazards and is prepared to respond to and recover from them when an emergency or disaster occurs.
4. To provide for the efficient utilization of all available resources during an emergency.

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 Town of Tusten Supervisor, supported by the Town Board of the Town of Tusten. The Town Supervisor has the authority to direct and coordinate disaster operations and may delegate this authority to a local coordinator.
2. When responding to a disaster, the Town of Tusten will utilize its own facilities, equipment, supplies, personnel and resources first. It will work with local emergency

service organizations.

When Town of Tusten resources are inadequate, the Supervisor may obtain assistance from other political subdivisions and Sullivan County government.

3. The Sullivan County Emergency Manager will coordinate responses for requests for assistance for the local governments. The County Emergency Manager has the authority to direct and coordinate Town disaster operations.

The Sullivan County Emergency Manager may obtain assistance from other counties or the State when the emergency disaster is beyond the resources of Town of Tusten and the County.

The Sullivan County Legislator has assigned to the Emergency Management Office the responsibility to coordinate Sullivan County emergency management activities.

4. The Town of Tusten will utilize the National Incident Management System (NIMS) Incident Command System (ICS) to manage all emergencies requiring multi-agency response. The Town of Tusten recommends and encourages all local governments in the Town of Tusten to utilize NIMS ICS.
5. Direction and control of State risk reduction, response and recovery actions is exercised by New York State Disaster Preparedness Commission (DPC), coordinated by the Department of Homeland Security.

A request for assistance to the State will be submitted through the Regional Office of the Department of Homeland Security (DHS) and presupposes the utilization and expenditure of personnel and resources at the local level.

New York State assistance is supplemental to the Town of Tusten's and Sullivan County's emergency management efforts.

6. 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 Board 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 Emergency Management Team by September 1 of each year.
3. The Plan should be reviewed and updated annually with revised pages distributed by January 1 of each year.

**TOWN OF TUSTEN COMPREHENSIVE
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Section II

RISK REDUCTION

A. Town Hazard Mitigation Coordinator

The Town of Tusten Supervisor has been designated by the Town Board as the Town's coordinator for purposes of hazard mitigation coordination. The Town Supervisor is responsible for coordinating Town efforts in reducing hazards in the Town of Tusten.

All Town departments will participate in risk reduction activities with the Town Supervisor. The Supervisor will be assisted by the Town Board in matters of financing and regulation and by a Town of Tusten Emergency Management Team hereby created to advise and assist with the identification and analysis of potential hazards, responses to hazard situations and the recovery from such disasters.

B. Identification and Analysis of Potential Hazards

1. The Town Emergency Management Team will be comprised of:
 - a) Town of Tusten Supervisor
Chairperson
 - b) Town of Tusten Deputy Supervisor
Vice-Chairperson
 - c) Town of Tusten Highway Superintendent
First Assistant
 - d) Narrowsburg Fire Department Representative
Second Assistant
 - e) Lava Fire Department Representative
 - f) Tusten Volunteer Ambulance Service Representative
 - g) Town of Tusten Town Clerk
 - h) Town of Tusten Code Enforcement Officer
 - i) Town of Tusten Water/Sewer Superintendent

2. The Emergency Management Team will:

- a) identify potential hazards in 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
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 were identified and analyzed by the Sullivan County Hazard Mitigation Plan Update Team using the program *HAZNY*, provided by the State Office of Emergency Management.

This hazard analysis provides a basic method for analyzing and ranking the identified hazards, including identification of geographic areas and populations at risk to specific hazards. It also establishes priorities for planning for those hazards receiving a high ranking.

Such an analysis was conducted in March of 2010 and was submitted to the Regional Office of the Department Of Homeland Security. It will be reviewed and updated periodically by the County.

A map identifying the location of hazard areas is located in the Town of Tusten Emergency Management Office (Supervisor's Office).

C. Risk Reduction Policies, Programs and Reports

1. Town departments are authorized to promote policies, programs and activities to reduce hazard risks in their area of responsibility

a) Examples of the above are:

- 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 participate in municipal stream channel maintenance programs
- encourage the Town Highway Department to address dangerous conditions on roads used by hazardous materials carriers.

2. The Town of Tusten Planning Board, together with the Town Board, is responsible for land use management actions throughout the Town, including developing and adopting plans for community development, zoning ordinances, subdivision regulations and building regulations.

Responsibilities also include participation in SEQRA review of proposed projects in the Town. The Town Planning Board will, in all of the above activities, take into account the significant hazards in the Town of Tusten.

3. The Town of Tusten Emergency Management Team will conduct risk reduction workshops for Town departments.
4. The Town of Tusten Emergency Management Team will meet at least annually to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.
5. The Emergency Management Team will, as appropriate, assemble the following information for each hazard reduction action identified:
 - 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

This information will be consolidated into an emergency risk reduction report prioritizing and making recommendations concerning the identified actions. It will be reviewed annually beginning in January, 2015.

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 County is a critical part of risk reduction.
2. The Town of Tusten Emergency Management Team will, on an annual basis, assess the Town's current capability for dealing with those significant hazards that have been identified and analyzed, including but not limited to:
 - a) The likely time of onset of the hazard
 - b) The existence of effective warning systems
 - c) The Town's means to respond to anticipated casualties and damage
3. To assist the Town of Tusten Emergency Management Team in its assessment, the Town Supervisor will coordinate exercises based upon specific hazards and hazard areas identified by the Town.

The Town of Tusten Emergency Management Team will identify emergency response shortfalls and make recommendations for implementing corrective actions to the Town Supervisor.

E. Training of Emergency Personnel

1. The Town of Tusten Supervisor, assisted by the Town of Tusten Emergency Management Team, has the responsibility to arrange and provide, with the assistance of the New York State Emergency Management Office, the conduct of training programs for Town emergency response personnel.

Training will be encouraged for all Town emergency response personnel, including volunteers. 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.

Training will 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 including crisis situations that requires additional specialized training and refresher training.

2. The Town of Tusten Supervisor, assisted by the Town of Tusten Emergency Management Team, will conduct periodic exercises and drills to evaluate local capabilities and preparedness.

This drill program will include a minimum of one major drill every 5 years that tests the operational elements and responsibilities identified in this Emergency Management Plan and additional regular drills to test readiness of warning and communication equipment.

3. Volunteers participating in emergency services such as fire and rescue operations, ambulance services, first aid and other emergency medical services, Red Cross, will be trained by these services in accordance with established procedures and standards.

F. Education and Public Awareness

Federal Emergency Management Agency (FEMA) pamphlets, books and kits dealing with all aspects of emergency management and materials developed by Department of Homeland Security and other State and Federal departments, as appropriate, will be made available for use in the program.

Periodically, informational newsletters regarding emergency management operations will be distributed to the Town of Tusten residents and property owners.

G. Monitoring of Identified Hazard Areas

1. The Town of Tusten Highway Department will develop, with the necessary assistance of other Town departments, the capability to monitor identified hazard areas, in order to detect hazardous situations in their earliest stages.

As a hazard's emergence is detected, this information is to be immediately provided to the Town Supervisor or the Supervisor's designee and the Town of Tusten Emergency Management Team, as appropriate.

When appropriate, monitoring stations may be established regarding specific hazard areas where individuals responsible to perform the monitoring tasks can be stationed.

2. Monitoring tasks include detecting the hazard potential and taking measurements or observations of the hazard. Examples of such are raising water levels, toxic exposure levels, slope and ground movement, mass gatherings, the formation and breakup of ice jams, shore erosion, dam conditions, and the National Weather Service's "Skywarn" program regarding impending weather conditions.

| Table 1 – Sullivan County HIRA-NY Program Rating Results | | |
|---|---------------------------------|-------------------------|
| <i>This table lists the hazards analyzed by Sullivan County during their HIRA-NY 2010 revision event (Sullivan County, HIRA-NY, 2010)</i> | | |
| Hazard | HIRA-NY Numerical Rating | HIRA-NY Category |
| <i>Flood</i> | 317 | Moderately High |
| <i>Fire</i> | 262 | Moderately High |
| <i>Severe Storm</i> | 255 | Moderately High |
| <i>Winter Storm (severe)</i> | 253 | Moderately High |
| <i>Earthquake</i> | 251 | Moderately High |
| <i>Ice Storm</i> | 234 | Moderately Low |
| <i>Hurricane</i> | 201 | Moderately Low |
| <i>Terrorism</i> | 180 | Moderately Low |

TABLE 2 – DRILL AND EXERCISE SCHEDULE

TYPE OF EXERCISE/DRILL SCHEDULING

- | | |
|---|---------------|
| 1- Major Drills to Test All Systems In Emergency Evacuation Situation | Every 5 Years |
| 2- Testing of Communications/Warning Systems | Annually |
| 3- Fire Drills (Rotated among principal community structures) | Annually |
| 4- Organizational Drills | Annually |

**TOWN OF TUSTEN COMPREHENSIVE
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**Section III
RESPONSE**

I. Response Organization and Assignment of Responsibilities

A. Supervisor Responsibilities, Powers, and Succession

1. The Town Supervisor is ultimately responsible for Town emergency response activities. The Supervisor 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 the response and recovery operations

The Supervisor shall, in such instances, controls the use of all Town owned resources and facilities for disaster response. The Supervisor may declare a local state of emergency and may promulgate emergency orders and waive local laws, ordinances, and regulations.

2. The Town Supervisor may request assistance from the County and the State when it appears that the incident will escalate beyond the capability of Town resources. The Supervisor may also provide assistance to others at the request of other local governments outside Town of Tusten.
3. In the event of the unavailability of the Town Supervisor, the following line of command and succession has been established by Local Law to ensure continuity of government and the direction of emergency operations:
 - a) The Deputy Town Supervisor (or another available Town Board member) will assume the responsibility of the Town Supervisor until the Town Supervisor is available.
 - b) The Narrowsburg Fire Department Representative will assume the responsibility of the Town Supervisor until the Town Supervisor, the Deputy Town Supervisor, is available
 - c) The Town Highway Superintendent will assume the responsibility of the Town Supervisor until the Town Supervisor, the Deputy Town Supervisor, or the Narrowsburg Fire Department Representative is available.
 - d) The Sullivan County Sheriff's Department Representative will assume the responsibility of the Town Supervisor until the Town Supervisor, Town Deputy Supervisor, the Town Highway Superintendent, or the Narrowsburg Fire Department Representative is available.

B. The Role of the Emergency Manager

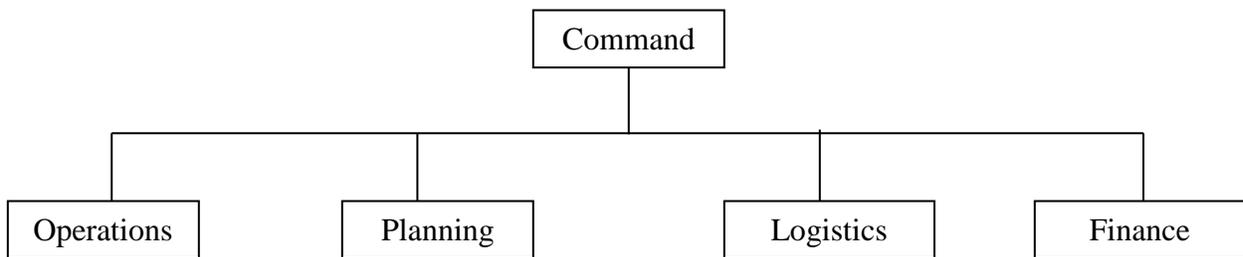
1. The Town Supervisor, in the capacity of the Emergency Manager, shall activate the Emergency Management Team and coordinate Town emergency response activities for the Town. The Town Supervisor shall declare a local state of emergency based on the severity of the situation and the necessity to use additional Executive power to respond effectively to the emergency.
2. The Emergency Manager:
 - a) activates the Town's response organization and initiates Town response activities
 - b) notifies and briefs Town departments, agencies and other organizations involved in an emergency response
 - c) maintains and manages an Emergency Operations Center
 - d) facilitates coordination between the Town and:
 - the Incident Commander
 - municipalities within the Town
 - local governments outside the Town
 - the State of New York
 - private emergency support organizations.

C. The Town of Tusten Emergency Response Organization

1. The National Incident Management System (NIMS) Incident Command System (ICS)
 - a) Town of Tusten endorses the use of the Incident Command System (ICS), as developed by the National Incident Management System (NIMS), and formally adopted by the State of New York, for emergencies requiring multi-agency response. NIMS ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand. NIMS ICS should be initiated by the emergency forces first responding to an incident. See Appendix A, *NIMS Incident Command System Position Descriptions*.
 - b) NIMS ICS is organized by functions. There are five:
 - Command
 - Operations
 - Planning
 - Logistics
 - Finance
 - c) Under NIMS 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 NIMS 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) An on-scene NIMS 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 NIMS ICS structure in a

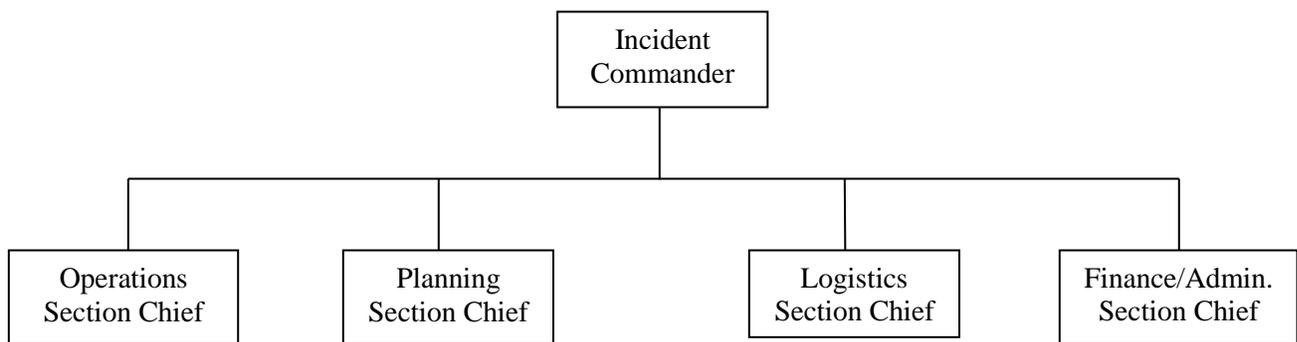


functional or staff role. Other Town personnel may be assigned to the Town Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene. All Town response personnel not assigned to the on-scene NIMS ICS will be coordinated by or through the Town 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 NIMS 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 NIMS ICS.

- j) Town response personnel operating at the EOC will be organized by NIMS ICS function, as depicted below and interface with their on-scene counterparts, as appropriate.
- k) Whenever the NIMS ICS is established, Town response forces should be assigned to specific NIMS 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 NIMS ICS functional assignments by agency.



Assignments may change as situation dictates or as directed by the EOC Manager.

2. Agency Responsibilities

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

II. 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.

TABLE 1 – NIMS ICS Function and Response Activities by Agency

| <u>AGENCY</u> | <u>NIMS ICS FUNCTION</u> | <u>RESPONSE ACTIVITIES</u> |
|---|--------------------------|--|
| Town of Tusten Supervisor | Command | Ultimate situation responsibility; Declaration of State of Emergency; Promulgation of Emergency Orders |
| Town of Tusten Clerk | Public Information | Emergency Public Information |
| Narrowsburg Fire Dept and Lava Fire Dept | Operations | Communications, Warning, Fire Suppression and Control |
| Sullivan County Sheriff's Dept | Operations | Law Enforcement |
| Highway Dept. | Operations | Debris Removal and Disposal; Damage Assessment |
| Water/Sewer Dept. | Operations | Sewage Control |
| Tusten Vol. Amb. Service | Operations | EMS; Search and Rescue; HAZMAT Exposure Control; 911 |
| American Red Cross | Operations | Temporary Housing and Shelter; Emergency Feeding and Clothing |
| Town Bookkeeper | Operations | Financing Bookkeeping; Information Systems |
| Code Enforcement | Logistics | Supply and Procurement |

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 at 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, a mobile unit or field trailer may be used.
5. The Town EOC is located at the Town Municipal Office
6. If a disaster situation renders the EOC inoperable, an auxiliary EOC may be established at the Town of Tusten Highway Facility or Lava Volunteer Fire Department Station, or at another location designated at the time.
7. The EOC can provide for the centralized coordination of Town and private agencies'

- activities from a secure and functional location.
8. Town agencies and other organizations represented at the EOC will be organized according to NIMS ICS function under the direction of the EOC Manager.
 9. Though organized by NIMS ICS function, each agency's 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 NIMS ICS structure, the EOC representative will coordinate the application of resources with the agency's representative at the scene.
 10. The Town Supervisor, in the capacity of Emergency Manager, 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 ½ hour shifts will be utilized. (The additional ½ hour is for shift change briefings.) Designation of shifts will be established as conditions warrant by the Emergency Manager.
 12. Each agency will routinely identify its personnel assigned to the EOC. This identification is to be provided to the Emergency Manager and updated as changes occur, no less than annually.
 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 Tusten Administrative Constable:
 - 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 while in the EOC
 - c) temporary passes will be returned to the security desk when departing from the premises
 15. The NIMS 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 (SOG) for activating, staffing and managing the EOC. This SOG can be found as Attachment 2 to this section of the plan.

B. Notification and Activation

1. As described in detail in Attachment 2, upon initial notification of an emergency to the Town 9-1-1 Communications Center (CC), the CC will immediately alert the appropriate Town official(s). This initial notification sets into motion the activation of Town

Emergency Management Team.

2. 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 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 municipality or involving small population.
 - 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 staff of the Office of Emergency Services are notified and activated as appropriate.

For Response Level 2, level one staff is activated and augmented by select members of the Town response organization as determined by the Emergency Manager.

For Response Level 3, 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.

C. Assessment and Evaluation

1. As a result of information provided by the EOC Section Coordinators, 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 of Tusten 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 B describes the requirements for proclaiming a State of Emergency and promulgating Emergency Orders.
5. Chief Executives of villages in Town of Tusten have the same authority to proclaim states of emergency and issue emergency orders within their jurisdiction.
6. Whenever a State of Emergency is declared in the Town of Tusten or emergency orders issued, such action will be coordinated, beforehand, with the affected municipality.
7. 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 (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 Binghamton. 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 by Town -wide. NWR is also a component of EAS. Emergency broadcasts on the NWR can also be initiated by select Town officials.

- c) Stationary Fire Sirens: Alarms are located at the Town Hall and the Lava Volunteer Fire Department station for alerting volunteer firefighters. The sirens can be directly activated, or caused to be activated, from the Town, and can be used in conjunction with EAS.
 - d) Emergency service vehicles with siren and public address capabilities – Many fire vehicles in the Town are equipped with siren and public address capabilities. These vehicles may be available, in part, 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 and regular firefighters, 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 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, if established, or its function, may, in coordination with on-scene Incident Command:
- a) establish and manage a Joint Information Center (JIC) 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.
7. The JIC 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 to ensure that health and medical problems are being addressed.

G. 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 request that the local power utility assign a representative to the Town of Tusten EOC to facilitate communications and information flow between the utility and the Operations Section.
4. The Operations section may request assigning a representative from other utilities (telephone, water, cable) as appropriate with the consent of the utility.
5. During response operations relating to debris clearance and disposal, Town of Tusten should act in cognizance of and in cooperation with the State Highway Emergency Task Force. See Attachment 4, NY State Highway Emergency Task Force Policy and Procedures.

H. Resource 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 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 Town of Tusten 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.

I. Standard Operating Guides and Other Supporting Plans

1. Each Town agency assigned responsibility under this Response portion of the plan has been provided a Contingency Planning Survey Document for preparing 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 NIMS 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 Town Emergency Manager.
3. The following is a list of functional and hazard specific annexes that support this plan, and are filed in the Town Emergency Management Office:
 - Sullivan County Fire and Mutual Aid Plan
 - Sullivan County Sheriff's Dept. Mutual Aid Plan
 - Sullivan County Disaster Plan
 - Sullivan County Hazard Mitigation Plan
 - Orange County Hazardous Materials Plan

**TOWN OF TUSTEN COMPREHENSIVE
EMERGENCY MANAGEMENT PLAN**

Section IV

RECOVERY

A. Damage Assessment

1. All Town departments in the Town of Tusten must participate in damage assessment activities.
2. The Town Emergency Manager is responsible for:
 - a) developing 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
 - d) maintain detailed records of emergency expenditures
3. All Town departments will cooperate fully with the Town Emergency Manager in damage assessment activities including:
 - (a) Pre-emergency:
 - identifying 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 the Town and the private sector for technical support
 - utilizing geographic information systems (GIS) from Sullivan County in damage assessment
 - participate in annual training
 - (b) Emergency:
 - obtaining and maintaining documents, maps, photos and video tapes of damage
 - reviewing and developing procedures and forms for reporting damage to higher levels of government
 - determining if County or State assistance is required in the damage assessment process

(c) Post-emergency:

- advise Town departments and local municipalities 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
 - Working with the County to assign survey teams to selected areas and provide support as required
 - completing damage assessment survey reports and maintaining records of the reports
4. It is essential that, from the outset of emergency response actions, Town 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 Department of Homeland Security
5. Damage assessment will be conducted by Town and local government employees, such as 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 types of damage assessment: Infrastructure (damage to public property and the infrastructure); Individual assistance (IA) teams (impact on individuals and families, agriculture, private sector).
7. Town and local Municipalities damage assessment information will be reported to the Damage Assessment Officer at the EOC.
8. Personnel from Town departments, assigned damage assessment responsibilities, will remain under the control of their own departments, but will function under the technical supervision of the Damage Assessment Officer during emergency conditions.
9. All assessment activities in the disaster area will be coordinated with the on-site Incident Commander (when appropriate) and the Emergency Manager.
10. The Emergency Manager, 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:
 - 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

DHS' damage assessment guidance, with appropriate forms, is available from the State Emergency Management Office, including the *Public Assistance Handbook of Policies and Guidelines for Applicants*.

11. The Town of Tusten Supervisor will submit the Damage Assessment Report to the Department of Homeland Security, Region Office. It is required for establishing the eligibility for any State and/or federal assistance.

12. Unless otherwise designated by the Town Supervisor, the Town Clerk 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 Federal and State Emergency officials;
- b) review DHS' 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 representative(s) who will accompany the Federal/State Survey Teams(s);
- 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 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.

B. Planning for Recovery

1. Recovery includes community development and redevelopment.
2. Community development is based on a Comprehensive Plan prepared by the Town of Tusten Planning Board and adopted by the Town Board as the official policy for development within the Town.
3. Comprehensive community development plans are officially adopted by local government as the official policy for development of the community.
4. The Town with public and political support for land use planning and the corresponding plan implementation tools such as zoning ordinances, subdivision regulations, building codes, etc. has 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 level of recovery and community redevelopment.

6. The Town Supervisor in his or her capacity as Emergency Manager will decide how 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 agencies coordinated by the Town Supervisor;
 - b) prepare a local recovery and redevelopment plan, unless deemed unnecessary, pursuant to section 28-a of the State Executive Law.
8. 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 zoning ordinances, subdivision regulations, building and sanitary codes.
9. The 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 local governments have the following responsibilities:
 - a) The Town 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 DHS, 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 the Town within 10 days after receiving the comments of the DPC.

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, policies, and programs for redevelopment including risk reduction projects to avoid the 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 modified or applied to reconstruction;
 - 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 DHS.
- 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. A Public Information Officer designated by the Emergency Manager or the Emergency Manager shall be 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 federal, State, and Town PIOs as appropriate and furnished to the media for reporting to public.