

# CITY OF NEWBURGH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

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# CITY OF NEWBURGH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## 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 City of Newburgh's ability to manage emergency/disaster situations. It was prepared by City officials working as a team in a planning process recommended by the New York State Emergency Management Office. This plan constitutes an integral part of 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 city and an assessment of the capabilities existing in the city 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.

The 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

City departments' and agencies' emergency management responsibilities are outlined in this plan. Assignments are made within the framework of the present City capability and existing organizational responsibilities. The City Manager is designated to coordinate all emergency management activities of the City of Newburgh.

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

Specific emergency management guidance for situations requiring special knowledge, technical expertise, and resources may be addressed in separate annexes attached to the plan.

Examples of this type of situation are emergencies resulting from hazardous chemical releases, dam failures, or power outages.

### Conclusion

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

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# CITY OF NEWBURGH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section I

### GENERAL CONSIDERATIONS AND PLANNING GUIDELINES

#### A. Policy Regarding Comprehensive Emergency Management

1. A wide variety of emergencies, caused by nature or technology, result in loss of life, property and income, disrupt the normal functions of government, communities and families, and cause human suffering.
2. City government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from emergencies in City of Newburgh.
3. Under authority of Section 23 of the New York State Executive Law, the City 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 City of Newburgh 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) Section II of this Plan, Risk Reduction, describes activities to prevent or minimize the impact of hazards in the City of Newburgh.
6. Response
  - a) Response operations may start before the emergency materializes, for example, on receipt of advisories that a flood, blizzard, or ice storm is approaching. This increased readiness response phase may include such pre-impact operations as:
    - Detecting, monitoring, and assessment of the hazard
    - Alerting and warning of endangered citizens

- Protective actions for the public
  - Allocating/distributing of equipment/resources
- b) Most response activities follow the immediate impact of an emergency. Generally, they are designed to minimize casualties and protect property to the extent possible through emergency assistance. They seek to reduce the probability of secondary damage and speed recovery operations.
- c) Response operations in the affected area are the responsibility of and controlled by the local municipality, supported by the county emergency operations as appropriate.

## 7. Recovery

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

## B. Purpose and Objectives of the Plan

1. This Plan sets forth the basic requirements for managing emergencies in the City of Newburgh:
2. The objectives of the Plan are:
  - a) To identify, assess and prioritize local vulnerabilities to emergencies or disasters and the resources available to prevent or mitigate, respond to and recover from them.
  - b) To outline short, medium and long range measures to improve the City's capability to manage hazards.
  - c) To provide that City agencies will take appropriate actions to prevent or mitigate effects of hazards and be prepared to respond to and recover from them when an emergency or disaster occurs.
  - d) To provide for the efficient utilization of all available resources during an emergency.
  - e) To provide for the utilization and coordination of local government, 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.

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. City of Newburgh City Charter (C5.00 – C5.12)
4. Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act

D. Concept of Operations

1. The primary responsibility for responding to emergencies rests with the local governments of towns, villages and cities, and with their Chief Executive.
2. Local governments and the emergency service organizations play an essential role as the first line of defense.
3. Responding to a disaster, local jurisdictions are required to utilize their own facilities, equipment, supplies, personnel and resources first.
4. The local Chief Executive has the authority to direct and coordinate disaster operations and may delegate this authority to a local coordinator.
5. When local resources are inadequate, the Chief Executive of a town, village or city may obtain assistance from other jurisdictions as well as county and state agencies.
6. The City of Newburgh will utilize the National Incident Management System (NIMS) and the Incident Command System (ICS) to manage all emergencies requiring multi-agency response. The City of Newburgh requires all agencies in the City of Newburgh to utilize ICS.

E. Plan Maintenance and Updating

1. The City's Deputy Emergency Manager (Fire Chief) is responsible for maintaining and updating this Plan.
2. All City departments and agencies are responsible for annual review of their emergency response role and procedures, and provide any changes to the Deputy Emergency Manager by February 1 of each year.
3. The Plan should be reviewed and updated annually with revised pages distributed by March 1 of each year.

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# CITY OF NEWBURGH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section II

### RISK REDUCTION

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

1. The City of Newburgh Superintendent of Public Works has been designated by the City Manager as the City Hazard Mitigation Coordinator.
2. The City Hazard Mitigation Coordinator is responsible for coordinating City efforts in reducing hazards in the City of Newburgh.
3. All City agencies will participate in risk reduction activities with the City Hazard Mitigation Coordinator.
4. The Hazard Mitigation Coordinator will participate as a member of the City Emergency Planning Committee.

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

1. The City Emergency Planning Committee will be comprised of:
  - a) City of Newburgh City Manager
  - b) City Hazard Mitigation Coordinator
  - c) City of Newburgh Police Chief
  - d) City of Newburgh Fire Chief
  - e) City of Newburgh Water Superintendent
  - f) A representative from Mobile Life Support Services Inc.
2. The City Emergency Planning Committee will:
  - a) Identify potential hazards in the City
  - b) Determine the probable impact each of those hazards could have on people and
  - c) Delineate the geographic areas affected by potential hazards, plot them on maps, and designate them as hazard areas
3. Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.
4. To comply with (2) and (3) above, hazards that pose a potential threat have been identified and analyzed by the Emergency Planning Committee using the program **HAZNY**, provided by the State Emergency Management Office.

5. This hazard analysis:

- a) Provides 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 New York State Emergency Management Office and the Orange County Department of Emergency Management.
- d) After completion in January of 2006 was submitted to the Region II office of SEMO
- e) Is to be reviewed and updated every three years

6. The rating and ranking results of the hazard analysis are found in Attachment 1.

7. The complete Hazard Analysis results, including computerized maps identifying the location of hazard areas, are located in the City Manager's Office.

C. Risk Reduction Policies, Programs and Reports

1. City agencies are authorized to:

- a) Promote policies, programs and activities to reduce hazard risks in their area of responsibility
- b) Examples of the above are:
  - Encourage the adoption of comprehensive community development plans, zoning ordinances, subdivision regulations, and building codes that are cognizant of and take into account significant hazards in the city
  - promote compliance with and enforcement of existing laws, regulations, and codes that are related to hazard risks, e.g. building and fire codes, flood plain regulations.
  - encourage and assist water and wastewater treatment plants to replace chlorine use with a safer disinfectant
  - encourage and participate in municipal stream channel maintenance programs

2. The City of Newburgh Department of Planning and Development is responsible for land use management of city owned land and the review of land use management actions throughout the City, including:
  - authorizing City land use management programs
  - developing and adopting a comprehensive master plan for community development, zoning ordinances, subdivision regulations and building codes
  - assisting and advising the Planning Board in the review process of local zoning and subdivision actions.
  - participation in SEQRA review of proposed projects in the City
3. In all of the above activities, the Department of Planning and Development will take into account the significant hazards in the City of Newburgh.
4. The City of Newburgh Emergency Planning Committee will conduct risk reduction sessions for City agencies to encourage their involvement in the City risk reduction program.
5. The City of Newburgh Emergency Planning Committee will meet tri-annually to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.
6. For each hazard reduction action identified, the following information is to be included by the Emergency Planning Committee:
  - 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
7. This information will be consolidated into a Risk Reduction Report.
8. The Risk Reduction Report will prioritize and make recommendations concerning the identified actions.
9. The Risk Reduction report will be presented to the City Manager for review, revision, and approval or disapproval, tri-annually beginning December 2009.
10. The Risk Reduction Report will be presented to the City Council, for consideration and funding.

D. Emergency Response Capability Assessment

1. Periodic assessment of the City's capability to manage the emergencies that could be caused by the hazards identified in the City is a critical part of Risk Reduction.
2. The Emergency Planning Committee will, on a tri-annual basis:
  - a) assess the city'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 city's means to respond to anticipated casualties and damage
3. To assist the Emergency Planning Committee in its assessment, the City Deputy Emergency Manager will conduct table-top exercises based upon specific hazards and hazard areas identified by the Committee.
4. The committee will identify emergency response limitations and make recommendations for implementing corrective actions to the City Manager.

E. Training of Emergency Personnel

1. The City of Newburgh Deputy Emergency Manager, in coordination with the City of Newburgh Emergency Manager, and City Department Heads has the responsibility to:
  - a) Arrange and provide, with the assistance of the New York State Emergency Management Office, the conduct of training programs for City emergency response personnel, as designated by the City Emergency Manager.
  - b) encourage and support training for all required city personnel
  - 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.
    - conduct meetings concerning disaster interface as needed with appropriate personnel from other municipal governments and Orange County government, including ICS for Executives training.

- 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.
  - be provided for crisis situations, which require additional specialized training and refresher training.
- d) Conduct periodic exercises and drills to evaluate City capabilities and preparedness, including a full scale operational exercise that tests a major portion of the elements and responsibilities in the County Comprehensive Emergency Management Plan, and regular drills to test readiness of warning and communication equipment; see Attachment 2, City of Newburgh Drill and Exercise Schedule-2008.
  - e) Consult with the Orange County Department of Emergency Management, in developing training courses and exercises.
  - f) Work with the city, community, and education agencies to identify or develop, and implement, training programs specific to mitigation, response, and recovery from the identified hazards.
  - g) Receive technical guidance on latest techniques from county, state, and federal sources as appropriate and request assistance as needed.
2. All City departments and agencies assigned emergency functions, are responsible to develop an in-house training capability in order that they further train their employees in their duties and procedures.
  3. Volunteers participating in emergency services such as fire and rescue operations, ambulance services, first aid and other emergency medical services, Red Cross, RACES, CAP, should be trained by these services in accordance with established procedures and standards.

F. Public Education and Awareness

1. The Deputy Emergency Manager in cooperation with City agencies is responsible for:
  - a) providing education on hazards to the public.
  - b) making the public aware of existing hazards in their neighborhood.
  - c) familiarizing the public with the kind of protective measures the city has developed to respond to any emergency arising from the hazard
2. This education will:
  - cover all significant hazards
  - be available free of charge

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

G. Monitoring of Identified Hazard Areas

1. The City Public Works Department will develop, with the necessary assistance of other City departments, the capability to monitor identified hazard areas, in order to detect hazardous situations in their earliest stages.
2. As a hazard's emergence is detected, this information is to be immediately provided to the responsible City agency or the City of Newburgh Fire Communications Center, as appropriate, and disseminated 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 breakup of ice jams, shore erosion and dam conditions.

## ATTACHMENT I

**HAZARD ANALYSIS RESULTS FOR THE CITY OF NEWBURGH** using *HAZNY* as provided by the State Emergency Management Office

<u>Hazard</u>	<u>Rating</u>	<u>Classification</u>
Water Supply Contamination	310	Moderately High
Hazmat (In Transit)	296	Moderately High
Ice Storm	277	Moderately High
Fire	276	Moderately High
Oil Spill	273	Moderately High
Utility Failure	267	Moderately High
Winter Storm (Severe)	267	Moderately High
Severe Storms	260	Moderately High
Trans Accident	234	Moderately Low
Air Contamination	232	Moderately Low
Flood	228	Moderately Low
Hazmat (Fixed Site)	223	Moderately Low
Extreme Temperatures	219	Moderately Low
Dam Failure	218	Moderately Low
Terrorism	216	Moderately Low
Structural Collapse	210	Moderately Low
Civil Unrest	196	Moderately Low
Earthquake	194	Moderately Low
Tornado	188	Moderately Low
Explosion	181	Moderately Low
Drought	180	Moderately Low
Radiological (In Transit)	179	Moderately Low
Fuel Shortage	178	Moderately Low
Host Community	178	Moderately Low
Hurricane	147	Low
Food Shortage	134	Low

The complete results of the Hazard Analysis were reported by the City of Newburgh Emergency Planning Committee on January 26, 2006.

ATTACHMENT 2

**CITY OF NEWBURGH DRILL AND EXERCISE SCHEDULE – 2008**

May      ICS Position Training

July      EOC Position Training

October      Table-top exercise: Drinking Water Contamination

December      Training Updates

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# CITY OF NEWBURGH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section III

### RESPONSE

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

##### **A. City Manager Responsibilities, Powers, and Succession**

1. The City Manager is ultimately responsible for City emergency response activities and:
  - a) may assume personal oversight of the City 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 City owned resources and facilities for disaster response,
  - c) may declare a local state of emergency and may promulgate emergency orders and waive local laws, ordinances, and regulations (see Appendix 3),
  - d) may request assistance from other local governments, Orange County, and the State when it appears that the incident will escalate beyond the capability of City resources,
  - e) may provide assistance to others at the request of other local governments, Orange County, and the State, outside the City of Newburgh.
2. In the event of the unavailability of the City Manager, the following line of command and succession has been established by the City Charter to ensure continuity of government and the direction of emergency operations:
  - a) The Acting City Manager appointed by the City Manager will assume the responsibilities of the City Manager until the City Manager is available.
  - b) The Acting City Manager appointed by the City Council will assume the responsibilities of the City Manager until the City Manager is available.
  - c) The ranking emergency response officer in charge of the scene and the response to an emergency.

## B. The Role of the Deputy Emergency Manager

1. The Deputy Emergency Manager coordinates City emergency response activities for the City Manager, and recommends to the City Manager to declare a local state of emergency based on the severity of the situation and the necessity to use additional executive power to respond effectively to the emergency.
2. The Deputy Emergency Manager:
  - a) activates the City's response organization and initiates City response activities.
  - b) notifies and briefs City departments, agencies and other organizations that may be involved in an emergency response.
  - c) maintains and manages the Emergency Operations Center
  - d) facilitates coordination between the City and:
    - the Incident Commander
    - local governments outside the County
    - County agencies
    - the State of New York
    - private emergency support organizations.

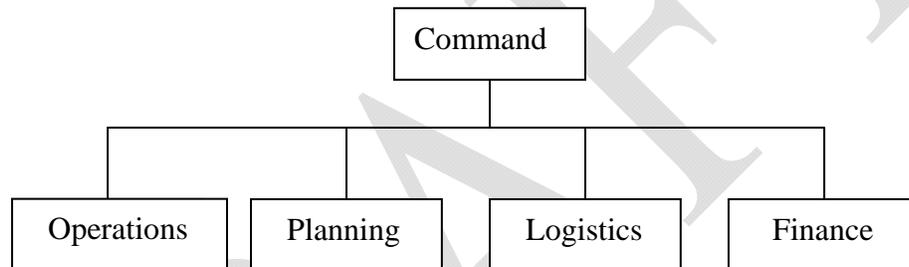
## C. The City Emergency Response Organization

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

The City of Newburgh 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. ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand. ICS should be initiated by the emergency forces first responding to an incident. See Appendix 1, *Incident Command System Position Descriptions*.

- a) ICS is organized by functions. There are five:
  - Command
  - Operations
  - Planning
  - Logistics
  - Finance

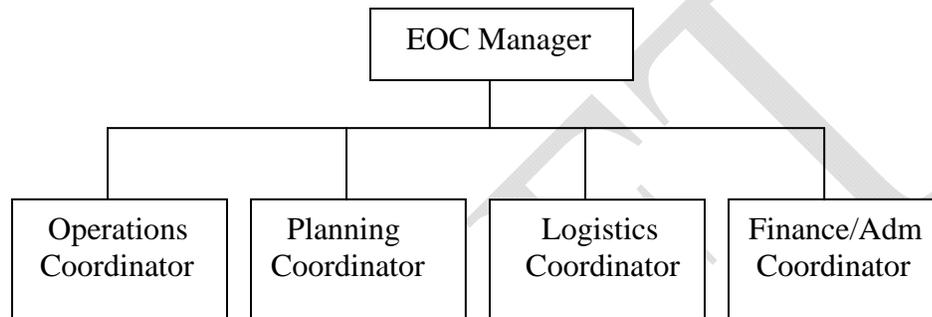
- b) Under ICS, an Incident Commander (IC) has the overall responsibility for the effective on-scene management of the incident, and must ensure that an adequate organization is in place to carry out all emergency functions. The IC directs emergency operations from an Incident Command Post, the only command post at the emergency scene.
- c) 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.
- d) 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.
- e) An on-scene ICS with all five functions organized as sections is depicted as:



- f) During an emergency, City response personnel must be cognizant of the Incident Command System in place and their role in it. Some City personnel may be responders to the scene and part of the on-scene ICS structure in a functional or staff role. Other City personnel may be assigned to the City Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene. All City response personnel not assigned to the on-scene ICS will be coordinated by or through the City Emergency Manager.
- g) 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 City Manager.
- 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.

The Area command is structured similarly to a normal ICS with one exception, the Incident Commander is called the Incident Manager to whom all Incident Commanders report. A City official could be designated as an Incident Manager and numerous City response personnel assigned to the Area ICS.

- i) City response personnel operating at the 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, City response forces should be assigned to specific ICS functions wherever they are needed, including at the scene, at the EOC in a support role, or at an Area Command, if established. See Table 1 for sample ICS functional assignments by agency. Assignments may change as situation dictates or as directed by the EOC Manager.

## 2. Agency Responsibilities

- a) The City Manager shall exercise ultimate responsibility and oversight for emergency response, and shall delegate ICS responsibilities as described in Table 1, or as special circumstances warrant.

## **II. Managing Emergency Response**

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

- 1. On-scene emergency response operations will be directed and controlled by 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 I – ICS Function and Response Activities by Agency

<b><u>AGENCY</u></b>	<b><u>ICS FUNCTION</u></b>	<b><u>RESPONSE ACTIVITIES</u></b>
Executive Office	Command (City Manager)	Ultimate situation responsibility; Declaration of State of Emergency; Promulgation of Emergency Orders; Emergency Public Information Activation and Coordination of the EOC, EOC Management, Liaison and Coordination with governments and organizations
	Public Information Command, Liaison (EOC Manager)	
Police Department	Operations	Communications, Warning, Law Enforcement, evacuation, security
Fire Department	Operations	Fire Suppression and Control; Search And Rescue; HAZMAT Exposure Control, Emergency worker protection
	Safety	
Mobile Life Support St Lukes Cornwall Hospital	Operations	Medical Care and Treatment
Public Works Dept.	Operations	Debris Removal and Disposal; Damage Assessment; Sewage Control
Water Department	Operations	Water System Monitoring, Damage Assessment
Corporation Counsel	Planning	Legal Information
Economic Development	Planning	Situation Assessment and Documentation Advance Planning
City Assessor	Logistics	Building Information, Damage Assessment
City Clerk's Office	Logistics	Record Keeping
Information Tech	Logistics	Information Systems, EOC Systems
Civil Service Admin	Logistics/Planning	Human Resources
Comptroller's Office	Finance/Administration	Purchasing; Accounting, Procurement
American Red Cross	Operations	Temporary Housing and Shelter; Emergency Feeding and Clothing

2. The City EOC will be used to support Incident Command Post activities and to coordinate City 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, the Police Department Mobil Command Post may be used.
5. The City of Newburgh EOC is located at City Hall, 83 Broadway, Third Floor, Newburgh, New York 12550.
6. If a disaster situation renders the EOC inoperable, an auxiliary EOC may be established at the Fire Department's West End Station, 492 Broadway, Newburgh, New York, 12550, or at another location designated at the time.
7. The EOC can provide for the centralized coordination of City and private agencies' activities from a secure and functional location.
8. City agencies and other organizations represented at the EOC will be organized according to ICS function under the direction of the EOC Manager.
9. Though organized by ICS function, each agencies' senior representative at the EOC will be responsible for directing or coordinating his or her agency's personnel and resources. Where the agency is also represented at the scene in an ICS structure, the EOC representative will coordinate the application of resources with the agency's representative at the scene.
10. The Deputy 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 Deputy Emergency Manager.
12. Each agency will routinely identify its personnel assigned to the EOC. This identification is to be provided to the Deputy 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 City of Newburgh Police Department or their designee:

- 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. EOC space should be maintained in an emergency operating mode by the Deputy Emergency Manager at all times. During non-emergency periods, the EOC can be used for meetings, training and conferences.
16. The ICS Planning function is responsible for emergency situation reporting at the EOC and has established procedures and forms to be used.
17. The Deputy Emergency Manager maintains a Standard Operating Guide for activating, staffing and managing the EOC. This SOG can be found as Appendix 2 to this section of the plan.

## B Notification and Activation

1. Upon initial notification of an emergency that will require a level 2 or 3 response to either the Police or Fire communications centers, they will immediately alert the appropriate City official(s). This initial notification sets into motion the activation of City emergency support personnel.
2. Each emergency is to be classified into one of four City 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 or involving small population.
  - d. Response Level 3: Full emergency situation with major threat to life, health, or property, involving large area or large population.

3. Emergency support personnel will be activated according to the Response Level classification:

For Response Level 2: Limited staff is activated and augmented by select members of the City response organization as determined by the Deputy Emergency Manager.

For Response Level 3: Full EOC staffing is achieved as soon as possible. Except for first responders to the scene, assignment of City response personnel to other locations including the emergency scene will be made through the EOC.

See Appendix 2 for further details.

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 City Manager may proclaim a **state of emergency** pursuant to Section 24 of the State Executive Law.
2. Such a proclamation authorizes the City Manager to deal with the emergency situation with the full executive and legislative powers of city government.
3. This power is realized **only** through the promulgation of **local emergency orders**. For example, emergency orders can be issued for actions such as:
  - establishing curfews
  - restrictions on travel
  - evacuation of facilities and areas
  - closing of places of amusement or assembly

4. Appendix 3 describes the requirements for proclaiming a State of Emergency and promulgating Emergency Orders.
5. Emergency responders have implicit authority and powers to take reasonable immediate action to protect lives and property absent an emergency declaration or emergency orders.

E. Public Warning and Emergency Information

1. In order to implement public protective actions there should be a timely, reliable and effective method to warn and inform the public.
2. Activation and implementation of public warning is an Operations section responsibility.
3. Information and warnings to the public that a threatening condition is imminent or exists can be accomplished through the use of the following resources. Though public warning may, in many cases, be implemented solely by on-scene personnel, the use of the systems in (a) and (b), below require coordination between the City EOC and Orange County Emergency Management:
  - 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 County 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 County-wide. NWR is also a component of EAS. Emergency broadcasts on the NWR can also be initiated by select County officials.
  - c) Emergency service vehicles with siren and public address capabilities – Many police and fire vehicles in the County are equipped with siren and public address capabilities. These vehicles may be available, in part, during an emergency for “route alerting” of the public.

- d) Door-to-door public warning can be accomplished in some situations by the individual alerting of each residence/business in a particular area. This can be undertaken by any designated group such as auxiliary police, regular police, fire police, 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. City 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 maintain updated contact information with city agencies in order to facilitate rapid notification.
  5. Special arrangements will 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. This Group will be lead by the County Health Department and include representatives from the City's designated medical response provider.

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 City 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 Branch 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 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. In the event of a major power outage, the Operations Section will assign a representative to be in contact with Central Hudson Gas & Electric to facilitate communications and information flow between the utility and the Operations Section.
4. During response operations relating to debris clearance and disposal, City of Newburgh should act in cognizance of and in cooperation with the State Highway Emergency Task Force.

I. 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 City-owned resources are under the control of the City Manager during an emergency and can be utilized as necessary.
4. Resources owned by other municipalities in and outside of the City of Newburgh can be utilized upon agreement between the requesting and offering governments.
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 City agency assigned responsibility under this Response portion of the plan is required to have its own Standard Operating Guides (SOGs). These SOGs address activation of personnel, shift assignments at the EOC, assignment to the field including the Incident Command Post (if applicable), coordination with other agencies, drills, exercises, and ICS training.
2. Each agency SOG is to be updated at least annually and reviewed at a joint agency planning meeting held each spring.
3. The following documents support this portion of the plan and are appended to it:

*Appendix 1- NIIMS Incident Command System Position Description*

*Appendix 2- Standard Operating Guide for the City of Newburgh Emergency Operations Center (EOC)*

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

*Appendix 4- Emergency Action Plans for City owned Dams*

*Appendix 5- Evacuation & Sheltering Management Annex*

*Appendix 5- Records Management Emergency Plan*

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# CITY OF NEWBURGH COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section IV

### RECOVERY

#### A. Damage Assessment

1. All departments of the City of Newburgh will participate in damage assessment activities.
2. The City Manager is responsible for:
  - a) Developing with City agencies, a damage assessment program;
  - b) Coordinating damage assessment activities in the City during and following an emergency.
  - c) Designating a Damage Assessment Officer for each emergency.
3. All City departments will cooperate fully with the City Manager in damage assessment activities including:
  - a) Pre-emergency:
    - identifying City 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 local government and the private sector for technical support
    - utilizing geographic information systems (GIS) in damage assessment
    - participate in annual training
  - b) Emergency:
    - obtaining and maintaining records, including documents, maps, photos and video tapes of damage
    - reviewing procedures and forms for reporting damage to higher levels of government
    - determining if County or State assistance is required in the damage assessment process

c) Post-emergency:

- advise city departments of assessment requirements
  - selecting personnel to participate in damage assessment survey teams
  - arranging for training of selected personnel in damage assessment survey techniques
  - identifying and prioritizing areas to survey damage
  - assigning survey teams to selected areas
  - completing damage assessment survey reports and maintaining records of the reports
4. It is essential that, from the outset of emergency response actions, city 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 State Emergency Management Office
5. Damage assessment will be conducted by city employees, such as Public Works, engineers, building inspectors, assessors, and by 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. Damage assessment information will be reported to the Damage Assessment Officer at the EOC.
8. Personnel from city departments and agencies, 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 EOC Manager.
10. The Deputy 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:
  - 1) homes
  - 2) businesses
  - 3) industries
  - 4) utilities
  - 5) hospitals, institutions and private schools
  
- b) damage to public property in dollar loss to the extent not covered by insurance:
  - road systems
  - bridges
  - water control facilities such as dikes, levees, channels
  - public buildings, equipment, and vehicles
  - publicly-owned utilities
  - parks and recreational facilities
  
- c) cost in dollar value will be calculated for individual assistance in the areas of mass care, housing, and individual family grants
  
- d) community services provided beyond normal needs, debris clearance and protective measures taken such as pumping, sandbagging, construction of warning signs and barricades, emergency levees, etc.
  
- e) financing overtime and labor required for emergency operations

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

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

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

12. Unless otherwise designated by the City Manager, the City Comptroller will serve as the City's authorized agent in disaster assistance applications to state and Federal government.

13. The City's authorized agent will:

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

#### Planning for Recovery

1. Recovery includes community development and redevelopment.
2. Community development is based on a comprehensive community development plan prepared under direction of local planning boards with technical assistance provided by the City Department of Economic Development.
3. Comprehensive community development plans are officially adopted by local government as the official policy for development of the community.
4. The City of Newburgh has both public and political support for land use planning; The corresponding plan implementation tools such as zoning ordinances, subdivision regulations, building codes, etc. have pre-disaster prevention and mitigation capability by applying these methods successfully after disasters.
5. A central focal point of analytical and coordinative planning skills which could obtain the necessary political leadership and backing when needed, is required to coordinate the programs and agencies necessary to bring about a high quality level of recovery and community redevelopment.

6. The City Manager will decide whether the recovery will be managed through existing organizations with planning and coordinative skills or by a recovery task force created exclusively for this purpose.
7. A recovery task force will:
  - a) Direct the recovery with the assistance of city departments and agencies
  - b) Prepare a local recovery and redevelopment plan, unless deemed unnecessary
8. The recovery and redevelopment plan shall include:
  - a) Replacement, reconstruction, removal, relocation of damaged/destroyed buildings.
  - b) Establishment of priorities for emergency repairs to facilities and buildings.
  - 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) 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.

### Reconstruction

1. Reconstruction consists of two phases:
  - a) Phase 1-short term reconstruction to return vital life support systems to minimum operating standards:
  - b) Phase 2-long term reconstruction and development which may continue for years after a disaster and will implement officially adopted plans and policies, including risk reduction projects, to avoid conditions and circumstances that led to the disaster.
2. Long term reconstruction and recovery includes activities such as:
  - a) Scheduling planning for redevelopment
  - b) Analyzing existing State and Federal programs to determine how they may be implemented
  - c) Conducting of public meetings and hearings
  - d) Providing temporary housing and facilities
  - e) Public assistance
  - f) Coordinating State/Federal recovery assistance
  - g) Monitoring of reconstruction progress
  - h) Preparation of periodic progress reports to be submitted to SEMO
3. Reconstruction operations must conform to existing State/Federal laws and regulations concerning environmental impact.
4. Reconstruction operations in and around designated historical sites must conform to existing State and FEMA guidelines.

## Public Information on Recovery Assistance

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