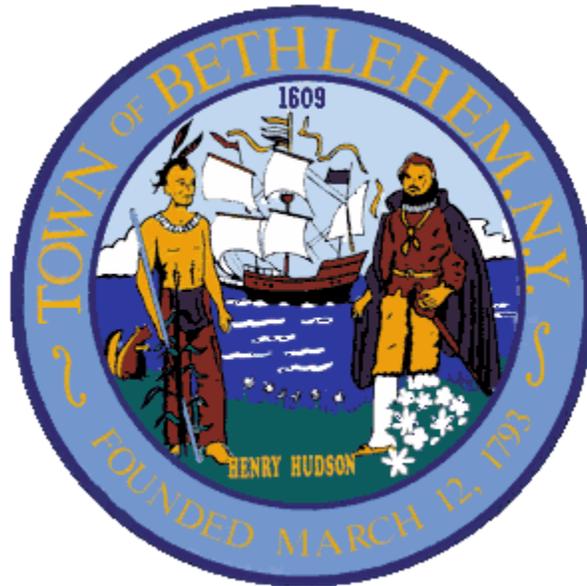


# **TOWN OF BETHLEHEM**

## **COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**EMERGENCY MANAGEMENT OFFICE  
445 Delaware Ave. Delmar, New York 12054  
518-439-4955  
Fax 518-439-1699**

**David VanLuven  
Supervisor**

**John E. Brennan  
Director**

**May, 2023**

# TOWN OF BETHLEHEM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## TABLE OF CONTENTS

	<b>Mission Statement &amp; Executive Summary</b>	<b>4</b>
Section I:	<b>General Considerations and Planning Guidelines</b>	
	A. Policy Regarding Comprehensive Emergency Management	6
	B. Purpose and Objectives of the Plan	7
	C. Legal Authority	9
	D. Concept of Operations	9
	E. Plan Maintenance and Updating	9
Section II:	<b>Risk Reduction</b>	
	A. Designation of Town Hazard Mitigation Coordinator	11
	B. The Supervisor's Strategy Board	11
	C. Identification and Analysis of Potential Hazards	12
	D. Risk Reduction Policies, Programs and Reports	13
	E. Emergency Response Capability Assessment	14
	F. Training of Emergency Personnel	14
	G. Public Education and Awareness	16
	H. Monitoring of Identified Hazards Areas	17
	Attachment 1 Hazard Review	
	Attachment 2 Strategy Board	
	Attachment 8 NIMS Requirements	
	Attachment 9 Organizational Charts (2)	
	Attachment 11 List of Attach. Append, and Annexes to Plan	

Appendix 1	Hazardous Analysis Report
Attachment 10	Albany Co. Emer. Preparedness Assessment (12/2015)
Annex 17	Disaster Agreements among Town and School Districts

Section III: **Response**

I. Response Organization and Assignment of Responsibilities	18
A. Supervisor’s Responsibilities, Powers, and Succession	18
B. The Role of the Emergency Management Office	19
C. Town Emergency Response Organization	20
II. Managing Emergency Response	
A. Incident Command Post and Emergency Operations Center	21
B. Notification and Activation	24
C. Assessment and Evaluation	25
D. Declaration of Local State of Emergency and Promulgation Of Local Emergency Orders	26
E. Public Warning and Emergency Information	27
F. Emergency Medical and Public Health	29
G. Human Needs	29
H. Restoring Public Services	30
I. Resource Management	30
J. Termination Procedures	31
K. Standard Operating Guides and Other Supporting Plans	31
Table 1 ICS Function and Response Activities by Agency	22

Attachment 3	Continuation of Government Order of Succession
Attachment 4	Media Contacts
Attachment 6	Debris Removal and Recycling Plan
Appendix 2	Emergency Operations Center Standard Operating Guide
Appendix 3	Disaster Declaration Kit
Appendix 4	Hazardous Materials Incident Management Plan
Appendix 5	Sheltering and Evacuation Sheltering –In-Place
Appendix 7	Emergency Management Decision Guide
Appendix 8	Emergency Fueling & Fuel Stocks
Attachment 7	Command Matrix
Annex 18	Article 2B, NYS Executive Law
Annex 19	Operations In the Event of a Declared Public Health Emergency
Annex 19.1	Certification of Operations for above

**Section IV: Recovery**

Overview	32
A. Damage Assessment	32
B. Planning for Recovery	35
C. Reconstruction	38
D. Public Information on Recovery Assistance	38
Attachment 5	Section 28-a: Post Disaster Recovery Plan
Attachment 6	Debris Removal and Recycling Plan
Appendix 6	AIA Damage Assessment Worksheet

Annex 1	Excessive Heat Information
Annex 2	Beth Public Library, Disaster Prevention & Recovery
Annex 3	Town Fire Officer's, Emer. Preparedness & Mutual Aid
Annex 4	Town Fire Officer's, Radio Procedures Manual
Annex 5	Albany County CEMP w/ attach, appends & annexes
Annex 6	Severe Winter Storm Information
Annex 7	Bethlehem Records Management Disaster Plan
Annex 8	Bethlehem Community Distribution Plan (PODS)
Annex 9	Town Fire Officer's Fire Grounds Regulations
Annex 10	Albany County Multi-Jurisdictional Mitigation Plan
Annex 11	Town Fire District's Sheltering Plans
Annex 12	Facilities Emergency Response Plan
Annex 13	Information Phone Line Policies & Procedures
Annex 14	Dam/Dike Emergency Action Plan
Annex 15	Intrastate Mutual Aid Plan, Sec. 29h Article 2b
Annex 16	Albany County Mutual Aid & Assistance Agreement

## **TOWN OF BETHLEHEM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

### **MISSION STATEMENT**

It is the intention and the goal of the Town of Bethlehem, its elected officials, departments and personnel in conjunction with the town-wide emergency services responder network to provide for the protection of the life and property of its residents by planning and preparing for, the mitigation of, response to, and the recovery from any natural or man-made disaster or emergency, and to do so in a safe and orderly manner with as little disruption of essential town services as possible.

### **EXECUTIVE SUMMARY**

#### Introduction

This plan results from the recognition on the part of town government that a comprehensive plan is needed to enhance the Town of Bethlehem's ability to manage emergency and/or disaster situations. It was prepared by town officials working in conjunction with Albany County Emergency Management personnel, in a planning effort recommended by the New York State Emergency Management Office. Authority to undertake this effort is provided by both Article 2-B of State Executive Law and New York State Defense Emergency Act.

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

## 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, called Comprehensive Emergency Management emphasizes the interrelationship of activities, functions, and expertise necessary to deal with emergencies. The plan contains a number of sections to deal separately with each part of this ongoing process.

## Management Responsibilities

The role and responsibilities of town departments and related agencies, both emergency and non-emergency management related, are outlined in this plan. Assignments are made within the framework of the present Town of Bethlehem's capability and existing organizational responsibilities. The Emergency Management Office is designated to coordinate all emergency management activities of the Town.

The Town of Bethlehem intends to use the National Incident Management System (NIMS) as a guide to coordinate the response to emergencies, and the periodic testing of this plan. NIMS, is a core set of concepts, principles, and terminology for incident command and multi-agency coordination. Compliance with the components of NIMS, as required by Presidential Declaration, offers a system for incident management and testing as promulgated through the Department of Homeland Security for nationwide usage.

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

## Conclusion

The plan provides a general all-hazards management guide, using existing town departments and related organizations to allow the Town of Bethlehem to meet its responsibilities before, during and after an emergency in its mandate to provide continuity of government and continuation of services.

# TOWN OF BETHLEHEM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section I

### GENERAL CONSIDERATIONS AND PLANNING GUIDELINES

#### A. Policy Regarding Comprehensive Emergency Management

1. A wide variety of emergencies, either caused by nature or technology, can result in loss of life, property and income, and disrupt the normal functions of government services and continuity of government, and in so doing, cause human suffering and economic loss.
2. Town government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from these emergencies.
3. Under authority of Article 2B, 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. To meet this responsibility, Town of Bethlehem has developed this Comprehensive Emergency Management Plan.
4. The 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 within the Town of Bethlehem.
  - d) It is important to recognize the threats and risks and the town's vulnerability to them
6. Response:
  - a) Response operations may be initiated before the emergency materializes, i.e. on receipt of advisories that floods, blizzards, or ice storms could impact the jurisdiction. This increased readiness response phase may include such pre-impact operations as:
    - Detecting, monitoring, and assessment of the hazard
    - Alerting and warning endangered populations
    - Protective actions for the public
    - Allocating/distributing of equipment/resources

- b) Most response activities follow the immediate impact of an emergency. Generally, they are designed to minimize casualties and protect property to the extent possible through emergency assistance. They seek to reduce the probability of secondary damage and speed recovery operations.
- c) The responsibility for response operations of the town are dependent upon the type of incident involved, the location of the incident and may be controlled by other local municipal subdivisions such as fire and/or ambulance districts.

7. Recovery:

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

B. Purpose, Objectives and Resources of the Plan

1. This Plan sets forth the basic requirements for managing emergencies in the Town of Bethlehem that threaten continuity of government and the delivery of vital services.
2. The objectives of the Plan are:
  - a) To identify, assess and prioritize local vulnerabilities to emergencies or disasters and the resources available to prevent or mitigate, respond to, and recover from them.
  - b) To outline short, medium and long range measures to improve the town's capability to manage hazards.
  - c) To provide that town government will take appropriate actions to prevent or mitigate effects of hazards and be prepared to respond to and recover from them when an emergency or disaster occurs.
  - d) To provide for the efficient utilization of all available assets and resources during an emergency.
  - e) To provide for the utilization and coordination of county, state and federal programs to assist disaster victims, and to prioritize the response to the needs of the elderly, disabled, low income, and other at risk groups, which may be inordinately affected.
  - f) Provide for the utilization and coordination of county, state and federal programs for recovery from a disaster with attention to the development of mitigation programs.
3. The resources and assets to be used to fulfill the objectives of the plan are:
  - a) Transportation- to assist federal, state, local agencies and volunteer organizations perform incident management missions, coordinate operations and for the restoration of transportation infrastructure.
  - b) Communications- to provide communications support for incident management efforts.

- c) Public Works/Engineering/Building- to assist those engaged in lifesaving, life-sustaining, damage mitigation and recovery operations by:
  - Providing technical advice, evaluation and engineering services
  - Construction management services
  - Building inspections
  - Structural damage assessment
  - Emergency repair of DPW infrastructure
  - Arrange for real estate, if needed
- d) Fire Firefighting Efforts- to detect, suppress and resolve fires and hazardous materials incidents.
- e) Information and Planning- to collect, analyze, process and disseminate information about a potential or actual disaster or emergency situation to facilitate overall activities in providing assistance in support planning and decision-making efforts.
- f) Command and Control- cause for the institution of ICS with appropriate and qualified management personnel.
- g) Law Enforcement and Security- provide law enforcement assistance during response and recovery operations, including site security and criminal investigations.
- h) Mass Care-to support efforts to meet the needs of disaster victims with the delivery of services such as sheltering, feeding, first aid, distribution of relief supplies and information collection on victim status and to assist in reuniting families and identification of the missing.
- i) Resources Management- provides operational and logistical assistance for incident management operations, including food, water, power, fuel, sanitary and other logistical needs.
- j) Health and Medical- prepare for and supply the needed assistance to supplement local resources in meeting public and medical care needs.
- k) Hazardous Materials Response- supports the response to an actual or potential discharge.
- l) Food and Water- identify, secure and arrange for the safe transportation of food and potable water to affected areas and the restoration of its normal supply
- m) Energy- assist in the restoration of energy systems, if possible.
- n) Public Information- gather and disseminate accurate, consistent, timely and easy to understand information on the disaster in process from a single source.
- o) Animal and Agriculture Issues-led by the Animal Control Officer, (ACO), respond to problems of agricultural reclamation and animal protection, particularly companion and domestic animal care, feeding and sheltering.
- p) Volunteers and Donations- support the management of both solicited and unsolicited goods, funds and volunteers and to establish a system for managing, controlling and distributing of donations.
- q) Plan for logistics of Debris Removal and Recycling, if required.

### 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. Albany County Local Law 08-1993 (County Charter)
4. Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act, 93-288
5. Federal Civil Defense Act of 1950, as amended
6. New York State Executive Law #2B, Establishing Emergency Management System
7. Federal Executive Order #13347, Emergency Management for the Disabled
8. Federal Homeland Security Act of 2002
9. Homeland Security Presidential Directive (HSPD)-5
10. Homeland Security National Response Framework- January 2008

### D. Concept of Operations

1. The primary responsibility for responding to emergencies rests with town government and the special municipal subdivisions located within the town and their Chief Executive/Operating Officers.
2. Town government and the local emergency service organizations play an essential role as the first line of defense.
3. The Town Supervisor has the authority to direct and coordinate disaster operations and may delegate this authority to a local coordinator.
4. When local resources are inadequate, the Supervisor may obtain assistance from other political subdivisions, County, State or Federal government entities.
5. The Town of Bethlehem has assigned to the Emergency Management Office (BEMO) the responsibility to coordinate the town emergency management activities.

E. Plan Maintenance and Updating

1. The Emergency Management Office is responsible for maintaining and updating this Plan.
2. All town departments and related agencies or municipal subdivisions are responsible for the annual review of their emergency response role and procedures, and to provide any changes to the Emergency Management Office by February 1st of each year.
3. The Plan should be reviewed and updated, by the Emergency Management Office, annually, with revised pages distributed by March 1st of each year.
4. Major revisions to the Plan should be made as situations dictate.

#####

# TOWN OF BETHLEHEM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section II

### RISK REDUCTION

#### A. Designation of Town of Bethlehem Hazard Mitigation Coordinators

1. The Town of Bethlehem Highway Superintendent has been designated by the Town Board as the Town Hazard Mitigation Coordinator for natural disasters.
2. The Town of Bethlehem Emergency Manager (BEMO) has been designated as the Town Hazard Mitigation Coordinator for technological disasters.
3. The Town of Bethlehem Hazard Mitigation Coordinators are responsible for coordinating the town's efforts in reducing the vulnerability to and consequences of hazards.
4. All Town of Bethlehem departments and agencies will participate in risk reduction activities with the Town Hazard Mitigation Coordinators.
5. The Hazard Mitigation Coordinator(s) will participate as a member(s) of the Supervisor's Strategy Board.

#### B. The Supervisor's Strategy Board

The Strategy Board was instituted to afford the Supervisor and the Town Board the needed resources to aid in the decision-making process prior to, during and after an emergency. Under NIMS and the Incident Command System (ICS), adopted by the Town of Bethlehem, the Strategy Board will play an important role in any emergency event through their advice and counsel. Prior to an emergency the Strategy Board will assist the Supervisor with efforts in the areas of preparation and mitigation. As time progresses during an emergency, possibly into the response and recovery phases, these individuals serving on the Strategy Board may well assume added roles as integral parts within the ICS structure. The membership therefore will consist of highly qualified individuals with expertise in varied fields who as a group will deal with all aspects of the emergency situation and assist the Supervisor in the formation of policy, procedures and recommended response measures.

1. The Strategy Board, in part, will consist of the individuals holding the following positions:
  - a) Police Chief
  - b) Commissioner of Public Works
  - c) Superintendent of Highways
  - d) Director, Office of Economic Development and Planning
  - e) Fire Marshall
  - f) Director, Emergency Management Office

- g) Town Attorney
- 2. The Strategy Board will also include individuals appointed to represent the following disciplines:
  - a) Fire Service Representative (1), as selected by the Town's Fire Districts
  - b) Medical Advisor
- 3. The Strategy Board will also consist of the following individuals or their designees and are appointed on a temporary basis to coincide with an impending emergency or threat of an emergency:
  - a) ranking fire service representative from the immediate affected area
  - b) ranking medical representative from the immediate affected area
  - c) industrial representative from the immediate affected location
  - d) any individual deemed prudent to response and/or recovery efforts
- 4. As advisors to the Supervisor, or designated authority, members of the Strategy Board should, as conditions dictate, offer advice and assistance towards a successful conclusion of the event. The Strategy Board members should maintain close and immediate contact with the disciplines they represent and offer suggestions relevant to their areas of expertise, general knowledge and experience.
- 5. The most current list of the Supervisor's Strategy Board can be found in Attachment 2 affixed hereto.

C. Identification and Analysis of Potential Hazards

- 1 The Supervisor's Strategy Board, in conjunction with the town's emergency responders 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
- 2 Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.
- 3 To comply with (1) and (2) above, hazards that pose a potential threat have been identified and analyzed by the Supervisor's Strategy Board and emergency service commanders using the program *HAZNY*, provided by the State Emergency Management Office.
- 4 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
- d) was originally submitted to the Albany County Office of Emergency Management and Region III Office of SEMO (May 2003), and has and has been updated in accordance with SEMO/FEMA requirements, under, Albany County Emergency Preparedness Annex (CEPA).
- e) was supplemented by a Disaster Potential Review, November 2007
- f) is to be reviewed and updated every three years or sooner if appropriate, as noted in d) above.

5 The rating and ranking of the overall results of the hazard analysis are found herein as Attachment 1, affixed hereto, noted as Risk Assessment and Capability Assessments.

6 The complete Hazard Analysis results have been distributed to the appropriate emergency service commanders, town department heads and local agencies and are found in the Comprehensive Management Plan as Appendix 1, affixed hereto.

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

1. Town departments, local agencies and emergency responders are authorized to:
  - a) promote policies, programs and activities to reduce hazard risks in their area of responsibility.
  - b) create plans and studies to review anticipated problems and to plan response activities and tactical operations and responses to the hazards.
  - c) create agency specific tactical and operational plans and Special Operating Guides (SOG'S) for hazard analysis's and vulnerability assessments for hazards as enumerated, for a successful response conclusion. The agency specific SOG'S can be found included herein as annexes by agency.
2. The Town of Bethlehem Planning Board and/or the Zoning Board of Appeals will take into account any significant hazards in the town during the course of carrying out their duties and responsibilities.
3. The Supervisor's Strategy Board (Strategy Board) will review risk reduction efforts by town departments, agencies and the town's emergency responders and encourage their involvement in a risk reduction program.
4. The Strategy Board will meet to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.

5. For each hazard reduction action identified, the following information is to be included by the Strategy Board:
  - a) a description of the action
  - b) a statement on the technical feasibility of the action
  - c) the estimated cost of the action
  - d) the expected benefits of the action and the estimated monetary value of each benefit
  - e) an estimate of the level of community support for the action
6. This information will be consolidated into a Risk Reduction Report by the Emergency Manager or the Hazard Mitigation Coordinators, and shall be presented to the Supervisor. This Risk Reduction Report, and subsequent updates, should be affixed to this plan as an appropriate annex.
7. The Risk Reduction Report will prioritize and make recommendations concerning the identified actions.
8. This Risk Reduction report will be presented by the Emergency Manager for consideration, review, revision, approval and funding.

E. Emergency Response Capability Assessment

1. A periodic assessment of the town's capability to manage the emergencies that could be a result of the hazards identified in the town is a critical part of Risk Reduction.
2. The Strategy Board will:
  - a) assess the town's current capability for dealing with those significant hazards that have been identified and analyzed, including but not limited to:
    - the likely time of onset of the hazard
    - the impacted communities' preparedness levels
    - the existence of effective warning systems
    - the communities' means to respond to anticipated casualties and damage
3. To assist the Strategy Board in its assessment, the Town Emergency Manager will conduct periodic assessment reviews based upon specific hazards and hazard areas identified by the Strategy Board.
4. The Strategy Board will identify emergency response shortfalls and make recommendations for implementing corrective actions to the Supervisor.

F. Training of Emergency Personnel

1. Due to the political make-up of the emergency response network within the Town of Bethlehem, training for the town's emergency responder groups; fire departments and medical responders is done within and according to their own individual mandates and

guidelines and those of the New York State Department of State, Office of Fire Prevention and Control and the New York State Department of Health.

2. The Town of Bethlehem Police Department is accredited by New York State Division of Criminal Justice Services, Bureau for Municipal Police, Office of Public Safety and is trained to a level as required under the mandates and requirements of this accreditation. The police have, within this accreditation, trained in those areas relevant to emergency management and hazard response and abatement.
3. Training for other town departments that would or could be involved in town emergencies, i.e. Highway, DPW, will be done on a regular basis as determined by the possible role of that department. Each employee that may possibly be involved in an emergency situation shall be trained to the level of his/her possible involvement. It may be possible that some employees, depending upon their level of training in relation to the emergency at hand, may not be able to participate in the emergency response activities. Employee's participation will be at the direction of their immediate supervisor and the safety of the employee shall be paramount.
4. All of the above departments, agencies or responder groups will strive, within their own internal and department guidelines, to prepare for those hazards as enumerated by incorporating a high level of planning, training and response which will include:
  - a) to arrange and provide, with the assistance of the Town of Bethlehem Emergency Management Office, the conduct of training seen as critical in relation to the hazard analysis and Risk Reduction Plan
  - b) to encourage and support training for their personnel responsible for emergency management functions, as outlined in NIMS.
  - 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 as needed with appropriate personnel from county and state and other municipal governments concerning disaster interface with those governmental entities
    - 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
    - provide for crisis situations and the required additional specialized training and refresher training

- d) conduct periodic exercises and drills to evaluate local capabilities
  - e) preparedness, including a full scale operational exercise that tests a major portion of the elements and responsibilities in the Town of Bethlehem Comprehensive Emergency Management Plan, and regular drills to test readiness of warning and communication equipment.
  - f) consult with the county, state, federal and private sector departments and agencies, in developing training courses and exercises
  - g) work with the local response community and education agencies to identify or develop, and implement, training programs specific to mitigation, resolution, and recovery from the identified hazards.
  - h) receive technical guidance on latest techniques from county, state and federal sources as appropriate and request assistance as needed
5. All Town of Bethlehem departments, agencies and response groups assigned emergency functions, are responsible to develop an in-house training capability in order that these departments and agencies further train their employees in their duties and procedures. All town departments that accept volunteer assistance, in the normal course of their operations or during an emergency shall make certain that these individuals are trained to a level commensurate with their expected involvement. Should there be a question as to the level of their training, as it relates to the emergency at hand, they shall not be allowed to participate in the emergency operations or activities.
  6. 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.

G. Public Education and Awareness

1. The Town of Bethlehem Emergency Manager, in cooperation with the town's emergency responders, Strategy Board and other local resources are responsible for:
  - a) providing education on hazards to the residents of the Town of Bethlehem
  - b) making the public aware of specific existing hazards in their areas
  - c) familiarizing the public with the kind of protective measures the town, county, state and federal governments have developed to respond to any emergency arising from the hazard
2. This education will:
  - a) cover all significant hazards
  - b) be available free of charge
  - c) be provided through the existing school systems in the Town of Bethlehem through arrangements with the appropriate superintendent of schools
  - d) through the use of all available and practicable media outlets and particularly the use of Bethlehem Channel Network (BCN) or successor.

- e) Involve local school district personnel in information sharing and dissemination
- 3. New York State Emergency Management Office (SEMO) and the Federal Emergency Management Agency (FEMA) pamphlets, books and kits dealing with all aspects of emergency management will be distributed when available.

H. Monitoring of Identified Hazard Areas

- 1. The Town of Bethlehem Emergency Management Office, Police Department, Highway Department and DPW, in conjunction with the Albany County Sheriff's Department, Health Department, Public Works Department, and with the assistance of other town and county departments and assets shall monitor all 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 Town of Bethlehem 9-1-1 Communications Center and disseminated per protocols as previously developed.
- 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 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 or NY Alert programs.
- 5. All town hazard monitoring activities will be coordinated with, and make use of, where available, local governments, private industry, school districts, utility companies, and volunteer agencies and individuals, as appropriate.

####

# TOWN OF BETHLEHEM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section III

### RESPONSE

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

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

1. The Supervisor as the Chief Executive Officer is ultimately responsible for Town emergency response activities and:

- a) may take or 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,
- b) controls the use of all town personnel, owned or managed resources and facilities for disaster response,
- c) may declare a local state of emergency, and in consultation with the Town of Bethlehem Strategy Board may promulgate emergency orders and waive local laws, ordinances, and regulations,
- d) may request assistance from other local towns, Albany County and the State of New York when it appears that the incident will escalate beyond the capability of town resources,
- e) may provide assistance at the request of other local government bodies both within and outside of the Town of Bethlehem.

2. In the event of the immediate unavailability of the Supervisor, the following line of command and succession has been established by Town Resolution to ensure continuity of government and the direction of emergency operations:

The Deputy Supervisor will assume the responsibilities of that office,  
The senior member of the Town Board, by length of service, shall then assume the responsibilities of that office.

See Attachment #3, Town Board Resolution of February 9, 2005 approving continuity of government and the current order of succession, affixed hereto.

3. The Supervisor, potential CEO designees and key management personnel should be familiar with and in the possession of the Emergency Management Decision Guide, as produced by the Bethlehem Emergency Management Office (BEMO). This personal guide should be used upon notification and during the initial phases of the town's response. This guide is a primer for initial actions that should be taken upon and immediately after notification of an emergency. The Town of Bethlehem Emergency Management Guide, can be found as

Appendix 7, affixed hereto. This Guide has been distributed to all key management personnel.

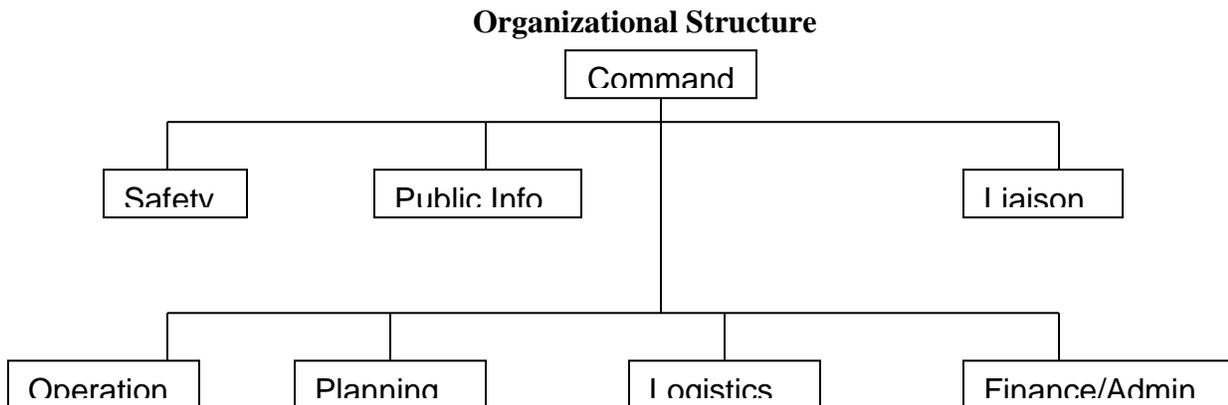
**B The Role of the Bethlehem Emergency Management Office (BEMO):**

1. The Director of the Office of Emergency Management is responsible for coordinating the town planning efforts for the preparation for, mitigation of, response to and the recovery from a declared or potential emergency affecting the Town of Bethlehem, and for assisting in the activities of the local emergency responders, town assets and assistance from other public, private, county, state and federal organizations by:
  - a) coordinating the town's response organization and facilitating the town's response activities
  - b) notifying and brief town departments, agencies and other organizations involved in an emergency response
  - c) maintaining and managing the Emergency Operations Center
  - d) facilitating the coordination between the town and:
    - the Incident Commander
    - other towns, cities, and villages in the County
    - county government
    - local governments outside the County
    - the NY State and Federal government agencies
    - public and private emergency support organizations

**C. The Town Emergency Response Organization**

1. The Town of Bethlehem response activities for emergencies and disasters will require the assistance and support from all of the various emergency and non-emergency departments, agencies, organizations and jurisdictions within the town. For purposes of definition, the response effort of all of these town assets working together will be referred to as the "Town", as a generalized term as opposed to meaning exclusively town government.
2. The Incident Command System (ICS)
  - a) The Town of Bethlehem endorses and has adopted the **National Incident Management System (NIMS)** and the use of the **Incident Command System (ICS)** as promulgated by the Federal government in a presidential directive 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. The emergency forces first responding to an incident should always initiate ICS.

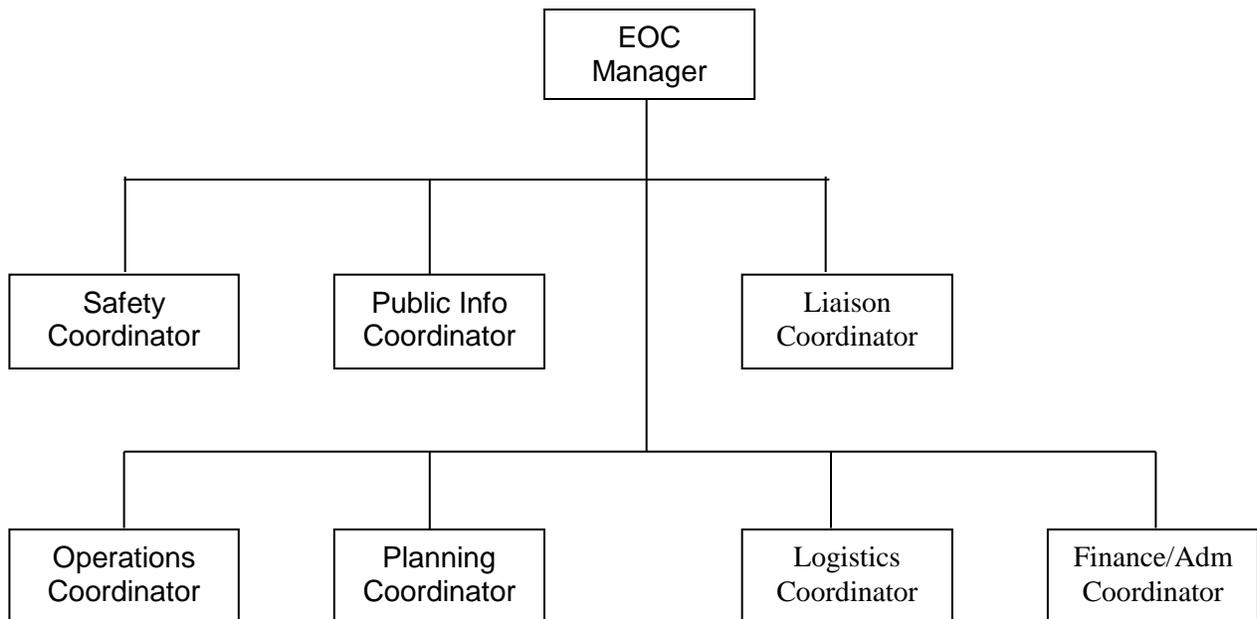
- b) ICS is organized by functions. There are five:
- Command
  - Operations
  - Planning
  - Logistics
  - Finance
- c) Under ICS, an Incident Commander (IC) has the overall responsibility for the effective on-scene management of the incident, and must ensure that an adequate response organization is in place to carry out all emergency functions.
- d) The Incident Commander (IC) directs emergency operations from an Incident Command Post, the only command post at the emergency scene.
- e) In minor incidents, the five ICS functions may all be managed directly by the IC. Larger incidents usually require that one or more of these functions be set up as separate sections under the IC.
- f) 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.



- g) An on scene ICS with all five functions organized as sections is depicted above and can be modified by adding other functions as needed.
- h) During an emergency, Town of Bethlehem response personnel must be cognizant of the Incident Command System in place and their role in it. Some town personnel may be responders to the scene and part of the on-scene ICS structure in a functional or staff role. Other town personnel may be assigned to the Town of Bethlehem Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene. All town response personnel not assigned to the on-scene ICS will be coordinated by or through the Town's Emergency Management Office.

- i) The Incident Commander is usually selected due to his or her position as the highest-ranking, qualified 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.
- j) A major emergency encompassing a large geographic area may have more than one emergency scene. In this situation, separate Incident Commanders may set up command at multiple locations. In this case, an Area Command may be established. The Area Command is structured similar to a normal ICS with one exception; the Incident Commander is called the Incident Manager to whom all Incident Commanders report.
- k) Town of Bethlehem response personnel operating at the EOC will be organized by ICS function, as depicted below and interface with their on-scene counterparts, as appropriate.

**Emergency Operations Center**



- l) Whenever the ICS is established, town response forces should be assigned to specific ICS functions wherever they are needed, including at the scene, at the EOC in a support role, or at an Area Command, if established. See Table 1, below, for probable ICS functional assignments by department, group or agency. Assignments may change as situation dictates or as directed by the EOC Manager.

### 3. Agency Responsibilities

- a) The Supervisor or designee shall exercise ultimate responsibility and oversight for emergency response, and shall delegate ICS responsibilities as described in Table 1, below, or as special circumstances warrants.
- b) Due to the varied geo-political makeup of the town and in particular with regard to the fire and EMS sections, a town-wide emergency response will emanate from a multitude of independent municipal subdivisions and care and concern must be exercised in appointing and/or dealing with these entities. However, since these agencies have a history of pro-actively responding with each other and have already in place mutual aid compacts, no problems should be anticipated.

TABLE 1 - ICS Function and Response Activities by department or agency of the Town of Bethlehem and other support groups as needed:

<b><u>DEPARTMENT/TITLE</u></b>	<b><u>RESPONSE ACTIVITIES</u></b>
Supervisor	Ultimate situation responsibility, Declaration of State of Emergency, Promulgation of Emergency orders
Police Command	Law enforcement, communications & warning, evacuation and traffic enforcement and crime control
Fire Command	Fire suppression and control, search & rescue, HazMat exposure control
Public Information Officer	Emergency public information and alerting, media liaison
Director, Emergency Management	Liaison and coordination with government agencies and organizations, activation of EOC
Town Attorney	Legal advice and assistance
EMS Command	Medical care and treatment, disease control and worker protection, scene safety
Superintendent of Highways	Damage control assessment, debris removal and disposal, transportation restoration
Fire Marshall/Building Inspector	Structural damages and assessment review, codes violations
Commissioner of Public Works	Water supply, sewage control, debris removal and disposal, maps, logistics and engineering
Director, Senior Services	Human needs assessment, sheltering, liaison with support groups, Red Cross etc.
Director Economic Development & Planning	Mitigation review, advance planning, situation assessment and documentation

Medical Advisor	Liaison and medical advice and evaluation, disease control
Mental Health (County)	Crisis counseling
Social Services (County)	Human needs assessments
Coroner (County)	Identification and disposition of the dead
Town Clerk	Legal documents and filings
Comptroller	Funding, purchasing, contracting & financial record keeping
Animal Control Officer	Animal safety and displacement issues
Human Resources	Human resource issues, personnel and record keeping
Assessor	Property owner's and insurance company liaison
Justices & Court System	Emergency legal system implementation
Information Systems	Computer placements & support, records management

**II Managing Emergency Response**

A. Incident Command Post (ICP) and Emergency Operations Center (EOC)

1. On-scene emergency response operations will be directed and controlled by the Incident Commander from an Incident Command Post located at or near the emergency site. This will be the only command post at the emergency scene. All other facilities at the scene used by agencies for decision-making should not be identified as a command post.
2. The Town of Bethlehem EOC will be used to support Incident Command Post activities and to coordinate town resources and assistance.
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. Initial Town of Bethlehem evaluation and assessment of an impending incident shall take place at the Town Hall or as determined by the Supervisor or Incident Commander.
5. The Town of Bethlehem EOC is located at Town Hall, 445 Delaware Avenue.
6. If a disaster situation renders the primary EOC inoperable, an auxiliary EOC may be established at another location designated at the time. Currently, the administrative offices of the Town's Parks & Recreation Department's office is so designated.
7. The EOC can provide for the centralized coordination of town, county, state, federal and public 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 ICS function under the direction of the EOC Manager.
9. Though organized by ICS function, each agency's senior designated representative at the EOC will be responsible for directing or coordinating his or her agency's personnel and resources. Where the agency is also represented at the scene in an ICS structure,

- the EOC representative will coordinate the application of resources with the agency's representative at the scene.
10. The Emergency Manager or designee 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 13-hour shifts will be utilized. (The additional hour is for shift change briefings.) Designation of shifts will be established as conditions warrant by the EOC Manager.
  12. Each agency will routinely identify its personnel assigned to the EOC. This identification is to be provided to the EOC manager or the appropriate personnel.
  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 Bethlehem Police Department or their designee:
    - a) all persons entering the EOC will be required to check in and out 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 EOC
    - d) all Town of Bethlehem employees will wear their issued identification at all times while in the EOC and at any operational command posts
  15. Due to Town Hall space constraints and daily usage, the EOC location(s), including the auditorium, will be designated based on space available. The Emergency Manager and pre-selected staff, prior to a declaration of emergency, will transform the area(s) chosen to an emergency-operating mode. Staff of the Supervisor's Office will notify, if required, those representatives of the organizations reserving previous meeting space that said locations would not be available.
  16. The ICS Planning function is responsible for emergency situation reporting at the EOC.
  17. The Standard Operating Guides for activating, staffing and managing the EOC are contained in Appendix #2 affixed hereto.
  18. During a significant event it is always necessary to have an IC, and in some instances it will be required to institute an EOC. It will be the aim of all management and supervisory personnel to make sure that these two entities perform their required tasks in a coordinated environment without duplication or overlapping efforts towards a common goal.

## B. Notification and Activation

1. Upon the initial notification of a severe emergency by responding emergency commanders the 9-1-1 Communications Center (CC), will immediately alert the appropriate Town of Bethlehem official(s). This initial notification sets into motion the activation of town emergency response personnel.
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. Normal pre-emergency situations exists
- 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 geographic area 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 sites or area.

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

- a) For Response Level 1: only the local first responders, fire, police, EMS and/or departments including Highway and /or DPW, as required
- b) For Response Level 2: level one response activation augmented by mutual aid requests by or from the on-scene Incident Commander as needed. Notification of additional town assets including the Town Emergency Manager, senior police staff and Supervisor if situation warrants
- c) For Response Level 3: immediate response activation of the Town Emergency Manager, Supervisor, senior police staff and members of the Supervisors Strategy Board along with a full EOC staffing, if required.

C. Assessment and Evaluation

- 1. As a result of information provided by the IC or the EOC Section Coordinators, the Command Section will, as appropriate, in coordination with the on scene Incident Commander:
  - a) develop policies by evaluating the safety, health, economic, environmental, social, humanitarian, legal and political implications of a disaster or threat;
  - b) analyze the best available data and information on the emergency;

- c) explore alternative actions and consequences;
- d) select and direct specific response actions.

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

1. In response to an emergency, or its likelihood, or upon a finding that public safety is imperiled, the Supervisor or designee may proclaim a state of emergency pursuant to Article 2B, Section 24 of the State Executive Law.
2. Such a proclamation authorizes the Supervisor to deal with the emergency situation with the full executive and legislative powers of town government.
3. This legal power is realized only through a declaration of emergency and the promulgation of local emergency orders.
4. Emergency responders, under GML section 209, have implicit authority and powers to take reasonable immediate action to protect lives and property absent an emergency declaration or emergency orders.
5. A Declaration of Emergency, if so declared by the Supervisor or designee, allows, under power of law, the ability to promulgate the following examples of local orders for the wellbeing of the residents of the Town. The designated authority is not, however, limited by these listed examples.
  - establish curfews
  - control pedestrian and vehicle traffic
  - designate specific zones of occupancy and use of buildings
  - regulate closing of places of amusement and assembly
  - suspension or limitation on the sale, dispensing, use or transportation of alcoholic beverages, firearms, explosives and or hazardous materials
  - prohibition or control of the presence of persons on public streets or places
  - suspension of such laws, ordinances or regulations as allowable within guidelines of section 24 of Article 26
  - may order the use of any or all Town resources, accept or offer such assistance to or from any political entity or subdivision as is mutually agreeable
6. During or prior to an impending emergency, the Supervisor or designated authority may, or cause to have taken, with the assistance of the Strategy Board and/or the Incident Commanders, the following examples of emergency actions. The designated authorities will not, however, be limited to these noted examples:
  - convene Strategy Board
  - formulate overall policy and strategies
  - designate a clear command structure (NIMS)
  - establish priorities for actions and decisions
  - Create and maintain lines of communications and liaisons, internally and with county, state and/or federal government authorities

- review stages of emergency and upgrade or downgrade as necessary
- issue official declarations and emergency orders
- appoint record's management assistant (scribe)
- institute and maintain a public information dialogue

A Disaster Declaration Kit and sample declarations are part of the Comprehensive Emergency Management Plan and are included in Appendix #3, affixed hereto.

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 IC/EOC and in association with the Albany County Emergency Manager:
  - a) Albany County Community Emergency Support System (ACCESS). ACCESS is a computer-controlled method of electronic notification to phone, FAX, pager, and email. Select County officials can initiate the ACCESS,
  - b) 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. This system can be activated by select County officials, NOAA Weather Radio (NWR) - is the "Voice of the National Weather Service" providing continuous 24-hour radio broadcasts of the latest weather information including severe weather warnings directly from the Weather Service office in Albany. NWR will also broadcast non-weather-related emergency warnings. NWR broadcasts on select high-band FM frequencies, not available on normal AM-FM radios. Radios with NWR frequencies, automated alarm capabilities, and Specific Area Message Encoding (SAME) technology are generally available. NWR 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 Town of Bethlehem 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: police, and fire police, firefighters or volunteers 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 or easily identified,
  - e) Use of the Town's Information Phone Line, progressing through the phases of recordings to answering specialists on duty.
  - f) The Senior Services Department through its Intake Program, on a routine basis, contacts those seniors deemed to be "At Risk" before, during and after events that threaten their safety.
  - g) Continuous and prolonged activation of the fire department alert sirens and horns,
  - h) Use of the Bethlehem cable access channels BCN-TV18 and BCN-TV-28 television's scrolling messages or televised interviews or addresses in conjunction with the above alerting methods should be an effective means of alerting the residents,
  - i) The use of bi-lingual written or spoken messages if necessary,
  - j) Direct contact with media organizations advising of situation at hand by the appointed Public Information Officer or designee, See listing of media outlets in Attachment #4, affixed hereto.
4. County officials 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 as described above. In addition, to have within their organization a means of alerting residents, patients, employees and visitors of the impending problem.
  5. The use of NY-ALERT as a pre-warning method should be considered and the residents should be advised of its availability and use.
  6. Special arrangements may be made for providing warning information to the hearing impaired and, where appropriate, non-English speaking population groups.
  7. The Command Staff position of Public Information Officer, if established or designated may, in coordination with on-scene Incident Command:

- a) establish and manage a Joint News Center (JNC) 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, as well as other involved entities;
  - e) check and control the spreading of rumors;
  - f) arrange and approve interviews with the news media and press by specific emergency personnel involved in the response operation;
  - g) arrange any media tours of emergency sites or locations.
8. The JNC may be established at the EOC or at any location where an uninterrupted 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. Disasters, life safety issues and severe medical emergencies and concerns to the general public can come also from non-traditional threats in the form of biological, viral, chemical, radiological and nuclear events which may affect large portions of the population and create issues with contamination and communicable diseases as noted in #1.
3. The Supervisor's Strategy Board has the position of Medical Advisor to advise the Supervisor and act in the capacity as the liaison with the medical community. There may also be established within the Operations section an appropriately designed Emergency Medical/Public Health function to ensure that health and medical problems are being addressed at the operational level. Both of these individuals should work together towards a common and stated goal.

## G. Human Needs

1. The Planning and Operations functions are responsible for ascertaining what human needs have been particularly affected by an emergency and responding to those unmet needs with the available resources of town government and with the assistance of other agencies and the private sector.
2. Special attention for human needs assessment should be paid and directed to the “at risk” members of the Bethlehem community. This special needs group consists of, but is not limited to, the elderly, disabled, unaccompanied children and any other category of the population deemed to have a special need. Federal Executive Order # 13347, Assistance to the Disabled, outlines the needs of planning and response for the disabled.
3. There may be established within the Operations Section a Human Needs Group to perform the tasks associated with (1 & 2) above.
4. While animal control and safety is not a human needs issue, the decisions regarding the health and safety of domestic and service or companion animals impact a significant portion of Bethlehem residents. History has shown that the decision-making process of people with domestic and service or companion animals is directly attributed to the wellbeing of their pets. While life safety issues must come first it is imperative that some planning and response efforts be directed to the safety of the animal population.
5. Sheltering, sheltering-in-place or evacuation may be a necessary and required step for the wellbeing and safety of our residents. The undertaking of any of these can be a traumatic occurrence in the lives of some of our more frail and “at risk” residents. The decision to implement one or more of these steps should be well thought out and reviewed prior to undertaking such a dramatic step. Information and the planning for Sheltering, Sheltering-In-Place and Evacuation can be found in Appendix 5, attached herein.

## 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 (highway), electric power, fuel distribution, public water, telephone, and sewage treatment and ensuring that restoration of services is accomplished without undue delay. In addition and as part of their efforts, these sections are also charged with necessary Debris Removal and Recycling if necessary. These requirements are also discussed and directed in Section IV, Recovery, following.
2. There may be established within the Operations section a Public Works function, assigned appropriately, to perform the tasks associated with (1) above.
3. It is vital that the business of government and government leaders be able to perform the tasks and duties necessary to provide for the continuation of important government

services and continuity of government itself. When practicable, non-emergency important government services should be restored.

4. In the event of a major power outage, the Operations section may assign a representative to act as a liaison with the National Grid Company, Storm Center in Albany for the purpose of facilitating communications and information flow between the utility and the Operations section.
5. The Operations section may assign a representative as a liaison with other utility operations centers as appropriate with the consent of the utility.

#### 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 within the Town of Bethlehem should be used first in responding to the emergency. Additional resources may be available within the area including county assets.
3. Resources owned by these other municipalities in and outside of Albany County can be utilized upon agreements between the requesting and offering government. Interagency agreements with possible providers should be negotiated and be in place prior to the outset of an emergency operation.
4. 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. Certain private business or organizations with known operational assets and skills should be contacted prior to an emergency situation and plans put in place for the possible use of their assets during an emergency.
5. In addition to the many resources that are necessary for a total and complete response effort, is that of fuel for emergency vehicles. Fuel and the ability to distribute fuel, as needed, is a prime factor in a successful conclusion to an emergency. The Town government has, through its departments, a number of fueling stations that could be used by all of the emergency responder units. In addition, all of the fire stations in town have in-house fueling capabilities that also could be available for the collective use of critical responders during such emergencies.

#### J. Termination Procedures

Every incident response will have a corresponding termination phase. How this termination process is carried out can be as important as the initial response itself. Termination of the

Response portion of an emergency event should not impact the Recovery portion of the incident. Recovery, as discussed in Section IV of these plans, can begin as directed by the Incident Commander as safety dictates. Termination should be carried out with the following procedures undertaken:

1. Continuing safety of all personnel
2. Emergency specific termination procedures
3. Environmental protection continues if needed
4. Consultation with all involved agencies and organizations
5. Documentation and records management
6. Preliminary restoration of services
7. Review safety for return of evacuees
8. Decontamination procedures if needed
9. Review of possible return of affected properties to owners
10. Critiques of response procedures

K. Standard Operating Guides and other supporting plans.

1. Each town department or agency assigned a responsibility under this Response portion of the plan should to have its own Standard Operating Guides (SOGs) or protocols. 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 should be updated and reviewed annually with the Town of Bethlehem Emergency Management Office.
3. The Bethlehem Emergency Management Office will retain any submitted SOG and incorporate them into the Comprehensive Emergency Management Plan as Annexes.

#####

# TOWN OF BETHLEHEM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

## Section IV

### RECOVERY

#### OVERVIEW

The recovery from a disaster is never easy, rapid or all encompassing. Damages, be they physical, mental or financial do not heal rapidly and are not easily corrected. Hopefully the only damages that we will ever suffer through a disaster will be limited to property and never that of a physical loss of life or critical injuries. Physical and emotional damages to our residents will not be discussed in this section. Due to the immediate and critical nature of the preservation of life and prevention of injuries during a disaster these will be addressed during the response section of this plan. Recovery in this section will refer to, and cover only the aspects of the recovery of property damage and infrastructure repair within our Town. Recovery also includes the continuation and/or restoration of essential Town services and the continuity of government. Discussion concerning these two areas have been outlined in the planning and response sections of this document.

#### A. Damage Assessment

1. All local governments in Albany County, including the Town of Bethlehem must participate in damage assessment activities when necessary.
2. The Town's Emergency Manager, Hazard Mitigation Coordinator or designee is responsible for:
  - a) Developing, with town departments and other local agencies, 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) The Emergency Manager, Hazard Mitigation coordinator or designee will advise the Supervisor of affected areas and will, with the assistance of the Town Comptroller, maintain detailed records of emergency expenditures, and track these using the standard documentation forms.
3. All Town departments and agencies, as well as local municipal subdivisions in the town, will cooperate fully with the Emergency Manager, Hazard Mitigation Coordinator or designee, in damage assessment activities including:
  - (a) Pre-emergency:
    - identifying town agencies, personnel, and resources to assist and support damage assessment activities, particularly the Assessor, Chief Building Inspector and/or the Fire Marshall, among others,
    - identifying non-government groups such as non-profit organizations, trade organizations and professional people that could provide damage assessment assistance and to establish agreements of such assistance where appropriate.

- 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 documents, maps, photos and video tapes of damage
- establishing 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 and county 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
- 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, town response personnel keep detailed records of expenditures for:
  - a) labor
  - 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 County Emergency Management Office
  
5. Town, county and other local government employees, such as Highway, Parks and Public Works employees, building inspectors, assessors and members of non-profit organizations, such as the American Red Cross and the Salvation Army, will conduct damage assessment. When necessary, non-government (private industry) 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) - (impact on individuals and families, agriculture, private sector).
  
7. Town of Bethlehem damage assessment information will be reported to the assigned

Damage Assessment Officer at the EOC.

8. Personnel from county departments and other non-town agencies, assigned damage assessment responsibilities, will remain under the control of their own departments, but will function under the technical supervision of the Bethlehem 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 Director of Emergency Management, Hazard Mitigation Coordinator or designee in conjunction with the Damage Assessment Officer, will prepare a Damage Assessment Report which will contain information on:
  - destroyed property
  - property sustaining major damage
  - property sustaining minor damage, for the following categories:
    - a) damage to private property in dollar loss to the extent not covered by insurance:
      - 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
- h) The American Institute of Architect's Damage Assessment Worksheet, attached herein, as Appendix 6, is to be used as a guide for damage assessment computation. The Town Supervisor, through the Emergency Manager, Hazard Mitigation Coordinator or the appropriately designated individual, with and through the assistance of the County Emergency Manager will submit the Damage Assessment Report to the State Emergency Management Office, Region III Office. This 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.

10. Unless otherwise designated by the Supervisor, the Emergency Manager, Hazard Mitigation Coordinator or designee will serve as the town's authorized agent in disaster assistance applications to county, state and Federal governments.

11. The Town's authorized agent will:

- a) Attend public assistance applicant briefings, conducted by County, State and Federal Emergency Officials.
- b) Review SEMO's Public Assistance Handbook of Policies and Guidelines for Applicants.
- c) Obtain from the Damage Assessment Officer maps showing disaster damage locations documented with photographs and videotapes.
- d) Prepare and submit Request for Public Assistance in applying for State and/or Federal Disaster Assistance
- e) Assign local representative(s) who will accompany the County, State and Federal Survey Teams(s)
- f) Follow up with county, state and authorized federal representative including SEMO 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 county- state audit
- o) Maintain a summary log of damages suffered and recovery actions taken.

## **B. Planning for Recovery**

1. Recovery includes community development and redevelopment.

2. Community development or redevelopment is based on a comprehensive community development plan prepared under direction of the Town Board, Town Office of Economic Development and Planning, Town Planning Board, Town Zoning Board of Appeals, and the Bethlehem Industrial Development Agency (IDA). Comprehensive community redevelopment plans once completed will be officially adopted by town government as the official policy for the redevelopment of the town.
3. Due to the passing and the public acceptance of the Town of Bethlehem Comprehensive Plan as submitted by the Bethlehem Planning Advisory Committee (BPAC) and the support for land use planning and the corresponding plan implementation tools such as zoning ordinances, subdivision regulations, building codes, etc. have pre-disaster prevention and mitigation capability by applying these methods successfully after disasters.
4. 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.
5. Town of Bethlehem government 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.
6. A recovery task force, if selected, will:
  - a) Direct the recovery with the assistance of town departments and agencies coordinated by the designated Recovery Task Force Manager assisted by the Town Emergency Manager or designee.
  - b) Prepare a local recovery and redevelopment plan, unless deemed unnecessary, pursuant to Section 28-a of the State Executive Law.
  - c) See Section 28-a of the State Executive Law, Post Disaster Recovery Planning, hereto attached as Attachment 5 (partial) and Annex 18, Article 2-B.
  - d) Include in the Recovery and Post Recovery planning process the use of the Debris Removal and Recycling Plan, which includes, but is not limited to debris removal and recycling activities, including a Debris Removal Coordinator, and the pre-selection of removal contractors. See Attachment 6, affixed hereto.
7. 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.

8. Recovery and redevelopment plan will account for and incorporate to the extent practical, relevant existing plans and policies.
9. Future prevention and mitigation measures should be incorporated into all recovery planning where possible.
10. Responsibilities for recovery depend on whether or not a Town, County, State or Federal disaster emergency declarations have been declared pursuant to Article 2-B of the State Executive Law.
11. If a State Emergency Declaration has been declared, the Town of Bethlehem, under Section 28-a has the following responsibilities, with respect to recovery procedures:
  - a) The Town of Bethlehem, if included in a disaster declaration, shall prepare a local recovery and redevelopment plan, included in which will be the Debris Removal and Recycling Plan if necessary, unless the Town Board shall determine such plans to be unnecessary or impractical.
  - b) Within 15 days after declaration of a state disaster the town and/or county 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, commonly used for the town's legal notices, and transmitted to the radio and television media for publications and broadcast.
  - d) The Town of Bethlehem 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 of Bethlehem within 10 days after receiving the comments of the DPC.
  - f) The adopted plan:
    - May be amended at anytime in the same manner as originally prepared, revised and adopted; and
    - Shall be the official policy for recovery and redevelopment within the Town
    - May, if needed, require the use of the Debris Removal and Recycling Plan, as affixed hereto as Attachment 6.

### **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 the officially adopted plans, policies and programs for redevelopment including risk reduction projects to avoid the conditions and 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 County, 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 County/State/Federal recovery assistance
  - g) Monitoring of reconstruction progress
  - h) Preparation of periodic progress reports to be submitted to SEMO/FEMA
3. Reconstruction operations must conform to existing Town/County, State/Federal laws and regulations concerning environmental impact.
4. Reconstruction operations in and around designated historical sites must conform to existing Town, County, State, FEMA and other federal guidelines.

### **D. Public Information on Recovery Assistance**

1. Public Information Officer (s) 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?

- g) When applications for assistance are required to be presented and a final date for applications?
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
    - j) Long term physical and/or mental health assistance
  3. All the above information will be prepared jointly by the appropriate Town, County, State and Federal designated Public Information Officers (PIOs) as appropriate and furnished to the media for reporting to public.
  4. This information prepared for public dissemination will be maintained by the designated Town PIO and be kept as part of the official record by the Emergency Manager and the Town Clerk, from whom it will be available to the public.

#####

TOB/CEMP  
May 16, 2021