

# COUNTY OF DUTCHESS



## COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Reviewed: September 2024

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## CERTIFICATION OF REVIEW

An annual review of this Emergency Operations Plan was conducted on the following dates and is hereby certified by the County Emergency Response Coordinator and the Dutchess County Department of Emergency Response (DCDER).

Date	Signature
January 5, 2015	
January 4, 2016	
January 9, 2017	
January 8, 2018	
January 7, 2019	
January 6, 2020	
January 7, 2022	
January 6, 2023	
January 5, 2024	
September 6, 2024	



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## RECORD OF CHANGES

The plan will be re-promulgated whenever major changes in the plan indicate that re- promulgation by the elected officials is necessary. Administrative changes do not require re- promulgation.

<b>Change Number</b>	<b>Date</b>	<b>Details</b>	<b>Change Made By (Signature or initials)</b>



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## **APPENDICES TO BASIC PLAN**

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### **Appendix A – Acronyms and Abbreviations**



## **ANNEXES**

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The following annexes provide additional information related to the specific topic.

**Annex 1** – Emergency Services

**Annex 2** – Mass Care

**Annex 3** – Communications

**Annex 4** – Public Information

**Annex 5** – Transportation

**Annex 6** – Resource Management



# **1 Introduction: General Considerations**

## **1.1 Purpose and Policy of the CEMP**

As stated in the National Response Framework (NRF), the responsibility for responding to incidents, both natural and human caused, begins at the local level – with individuals and public officials in the county, city, town, or villages affected by a particular incident. It is the purpose of this Comprehensive Emergency Management Plan (CEMP) to identify the manner in which Dutchess County will work with local, state, and federal officials to address a wide variety of emergencies that could result in the loss of life or damage to property and the environment.

Dutchess County must be able to provide leadership and direction to prevent, mitigate, respond to, and recover from emergencies arising anywhere within the County. To meet this responsibility, the County has developed this CEMP. The CEMP outlines underlying policies and management constructs related to all phases of emergency management, including mitigation, preparedness, response, and recovery.

## **1.2 Legal Authority**

New York State Executive Law, Article 2-B, Section 23, authorizes Dutchess County to prepare a CEMP in order to enhance the County’s ability to manage emergency situations. The Dutchess County CEMP outlines the County’s role as part of a statewide emergency management system, supported by the New York State Office of Emergency Management (NYS OEM). The CEMP was developed in accordance with New York State Executive Law, Article 2-B; the New York State Defense Emergency Act, as amended; the Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act; and the Federal Civil Defense Act of 1950, as amended.

## **1.3 Home Rule**

The State of New York is a home-rule state. Home-rule references a broad set of powers, delegated by the New York State Constitution to the local jurisdictions in deference to local authority and decision making. Both technically, and in practice, this has established a strong tradition within Dutchess County of self-sufficiency and resilience in lieu of an undue reliance on state-level direction and control. Furthermore, in accordance with the National Incident Management System (NIMS) and New York State Consolidated Laws, Chapter 36-A, each level of government is responsible for responding to an emergency in its jurisdiction and has the obligation to use all available resources to protect its citizens. Local political entities retain responsibility for responding to emergency events within their jurisdictions but may request support from the County if their available resources are insufficient, or once they have been exhausted. Similarly, Dutchess County will coordinate support for local subset jurisdictions as well as unincorporated areas of the County, requesting assistance and support from the State of New York only to supplement resources that have been exhausted or when the need for additional capabilities arises.



## **1.4 Elements of the CEMP**

The CEMP outlines Dutchess County’s approach to all phases of emergency response including mitigation, planning, response, and recovery. Mitigation activities occur pre-event and are targeted to reduce the risk associated with potential natural or man-made hazards. Similarly, planning and other preparedness activities also occur pre-event and are designed to increase the capability and efficiency of local government and resources to respond to an emergency event. Response activities occur during and directly after the emergency, although in some cases, these activities may begin immediately preceding the onset of an event. Recovery activities are often begun concurrently with response activities but may continue for months or years after the underlying emergency.

## **1.5 Concept of Operations**

Cities, towns, and incorporated villages within Dutchess County have the primary responsibility for responding to emergencies impacting their jurisdictions. Similarly, the County has primary responsibility for responding to emergencies that impact unincorporated areas of the County. While the County also provides critical coordination, leadership and resource management support for its subset municipalities, a local jurisdiction is required to make full use of its own facilities, equipment, supplies, and personnel before relying upon the County. Local chief executives have the authority to direct and coordinate emergency operations within their jurisdictions and may delegate this authority to a coordinator. When local resources are inadequate, the chief executive of a city, town or village may request and obtain assistance from other jurisdictions as well as the County. Similarly, the County must exhaust its own resources before requesting significant support from the State of New York, or the Federal Government.

This plan describes how to request assistance and reflects the understanding that the governmental jurisdiction most affected by an emergency is required to address the emergency to the fullest extent of its capabilities before requesting assistance. The Dutchess County Department of Emergency Response (DCDER) has been designated as the responsible agency for coordination of all emergency management activities within the County. As the responsible agency, DCDER will provide assistance to individual towns, cities, and villages within Dutchess County if they have fully committed their resources and are still unable to cope with an emergency. If additional assets are needed, Dutchess County may ask surrounding counties or the State of New York for assistance after County resources have been exhausted and the County is unable to effectively respond to the emergency. A request for assistance to the State will be submitted through the New York State Office of Emergency Management (NYS OEM).

If the severity of an emergency is clearly beyond the capability and emergency resources of state and local governments, the governor may find that federal assistance is required and may request such assistance from the president under the provisions of the Disaster Relief Act of 1974 and Public Law 93- 288.



## **1.6 National Response Framework**

The NRF establishes a comprehensive all-hazards approach to enhance the ability of the United States to manage domestic incidents. It forms the basis of how federal departments and agencies will work together and how the federal government will coordinate with state, local, and tribal governments and the private sector during incidents. The NRF is built upon the premise that incidents are typically handled at the lowest jurisdictional level. Nothing in this plan alters or impedes the ability of first responders to carry out their specific authorities or perform their responsibilities. The NRF facilitates coordination among tribes, local, state, and federal governments, and the private sector without impinging on any group's jurisdiction or restricting the ability of those entities to do their job.

The NRF applies a functional approach that groups the capabilities of federal departments, agencies, and others to provide planning, support, resources, program implementation, and emergency services during actual or potential incidents where federal response is required.

## **1.7 National Incident Management System (NIMS)**

In accordance with Homeland Security Presidential Directive-5 and as designated by the Dutchess County Legislature, the County will utilize the National Incident Management System (NIMS) for all emergency/disaster management. Dutchess County is committed to meeting the NIMS compliance requirements, which includes supporting implementation at the city, town, and village levels.

By utilizing the NIMS, Dutchess County improves its ability to:

- Ensure that a common and proven incident management doctrine, practices, and principles are used to plan for, protect against, respond to, and recover from emergency incidents;
- Coordinate response operations capable of expanding to meet the needs of an escalating situation by integrating resources, equipment and personnel from intrastate and interstate mutual aid agreements, as well as state and federal assistance;
- Order and track response assets using common resource typing and definitions, and draw on mutual aid agreements for additional assistance;
- Establish staging and allocation plans for the re-distribution of equipment, supplies, and aid from other localities, state, or the federal government through mutual aid agreements;
- Conduct situational assessments;
- Establish the appropriate incident command system (ICS) organizational structure to effectively manage the incident; and
- Establish communication processes, procedures, and protocols that will ensure effective interoperable communications among emergency responders, 9-1-1 centers, multi-agency coordination systems and emergency operations centers (EOC).



## **2 Mitigation**

Mitigation involves identifying hazards to the community, quantifying the potential risk associated with each hazard, identifying cost-effective methods of reducing these risks, and supporting the implementation of identified mitigation projects. Dutchess County maintains a hazard vulnerability assessment (HVA) and is continually evaluating mitigation opportunities. Opportunities that include large or capital improvement projects are identified in the County’s Hazard Mitigation Plan (HMP) and have undergone a cost-benefit analysis, making them eligible for federal funding subsequent to certain qualified events.

### **2.1 Mitigation Responsibilities**

The County Director of Emergency Management (DEM) is responsible for coordinating mitigation activities with additional county stakeholders. In this vein, the duties of the DEM also include:

- Preparing policies, programs, and regulations to prevent and mitigate emergencies in the departments’ areas of responsibility;
- Developing compliance and enforcement programs, including designation of officials to implement the policies;
- Complying with federal and state regulations to maximize prevention and mitigation of potential hazards;
- Participating in state agency programs that have a direct effect on prevention and mitigation; and
- Coordinating with all appropriate departments, agencies, and organizations that provide input on mitigation activities.

### **2.2 Hazard Vulnerability Assessment**

The foundational element of mitigation is the identification and analysis of potential hazards that could occur within the County. Hazards are assessed based upon their potential frequency and likely impact to determine relative risk. The resulting HVA allows for the prioritization of preparedness activities, including mitigation. Dutchess County utilizes a software program to produce its HVA. The program provides a basic method for analyzing and ranking the identified hazards and establishes planning priorities for hazards with a high ranking of significance. The County reviews and updates the hazard analysis annually. Potential hazards include natural, technological, and human-caused emergencies.

### **2.3 Hazard Mitigation Plan**

The Dutchess County HMP capitalizes upon the generalized risk identification developed for the HVA and outlines a hazard reduction strategy for the County. As part of the hazard reduction strategy, the HMP identifies short- and long-term activities that will help alleviate current and future risks. This may include general strategies such as land use planning and building code recommendations or specific strategies such as levee construction and structure abatement. Dutchess County maintains an all-hazards HMP approved by FEMA, making it eligible to receive emergency assistance from state and federal sources.



## **2.4 Risk Reduction Policies, Programs, and Reports**

Dutchess County pursues the objectives identified in its HMP in order to reduce risk by:

- Identifying, developing, and implementing policies, programs, and projects for County-owned resources and assets – those resources and assets under the County’s direct control; and
- Advising and supporting local jurisdictions, as authorized by general municipal law, or as requested by local jurisdictions or private entities.

Examples of ongoing risk reduction activities include:

- Complying with local land use regulations when siting new County facilities;
- Adhering to state (i.e., life safety codes) and federal regulations (i.e., floodplain and wetland regulations) when constructing new County facilities; and
- Advising and assisting local jurisdictions, when able, with the preparation of comprehensive development plans, local waterfront revitalization plans, subdivision ordinances, and zoning ordinances.

Many County departments and agencies are authorized to promote policies, programs, and activities to reduce hazards and risks in their areas of responsibility. Examples of these include:

- Adopting a land use management policy to promote the control of private development in floodplains, and to ensure that County construction activities comply with state floodplain regulations;
- Promoting the development of building regulations including codes for flood-proofing and resistance to seismic events; anti-earthquake building techniques;
- Advising and assisting local jurisdictions in developing and adopting comprehensive master plans for community development, zoning ordinances, subdivision regulations, and building codes;
- Assisting and advising local planning boards in their review of local zoning and subdivision actions;
- Assisting local jurisdictions in the preparation of recovery and redevelopment plans after an emergency event; and
- Coordinating local recovery planning activities with the Federal/State Planning Team.

The Dutchess County Department of Planning and Development, as well as local planning boards, are encouraged to consider the significant hazards and risk-reduction actions identified in the Dutchess County HVA and HMP when establishing and/or revising land use management programs.



## **3 Planning and Preparedness**

Planning is the structured approach to outlining the activation, coordination, and communication activities required for efficient application of available capabilities and resources. Dutchess County, through the DCDER and many other county departments, maintains and updates numerous plans, policies and procedures related to emergency response activities. Some planning documents, such as the CEMP, are structural and outline strategic policy decisions. Additional plans address specific hazards or capabilities and may focus on operational or tactical -details. Many County departments maintain operational plans that outline department-specific tasks or functions. As an integral part of the preparedness process, plans are used to identify needed or ongoing training and then validated during drills, exercises, or real-world events.

### **3.1 Capability Assessment**

The County ERC, with the assistance of key County departments, is responsible for the development of a capability assessment that estimates the County's current capability for addressing and responding to hazards and emergencies. The capability assessment highlights areas where additional planning may be needed to ensure proper coordination or to address identified resource gaps. The capability assessment also reflects the County's capability to monitor identified risk areas, in order to detect the onset of a hazardous situation and warn and protect the population at risk.

Each year, the ERC, in conjunction with County departments and agencies, is responsible for:

- Identifying and inventorying all available County resources including: personnel, equipment, and supplies that are under the control of, or available to the County, that can be marshaled when emergencies threaten or strike. The inventory will include classification, quantity, and location of resources, as well as the names, addresses, and telephone numbers of persons to be contacted in the event that resources are mobilized during an emergency;
- Assisting in the identification of resource requirements for staffing/personnel, equipment and supplies, and training and exercises; and
- Coordinating resource identification with private sector organizations, municipalities, and volunteers in order to maintain adequate reserves in key resource classifications.

### **3.2 CEMP Review and Updates**

The CEMP is the foundational document for emergency preparedness and response activities within the county. The DCDER is responsible for maintaining and updating this CEMP with input from the County Executive, the County Attorney, County government officials, the New York State Disaster Preparedness Commission, other appropriate Department heads, as well as the citizenry of Dutchess County.

The DCDER, in coordination with other key County departments and agencies, will review the Dutchess County CEMP at least annually. As part of this review, the ERC will require departments and agencies maintaining CEMP annexes to perform independent reviews of their emergency management plans as



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well as continuity of operations plans (COOP). A report of this review and written documentation of any changes in plans or policies must be submitted to the ERC for inclusion in the County's CEMP.

### **3.3 Training**

In conjunction with NYS OEM, the County ERC coordinates available training programs for public officials, emergency management staff, County and local personnel, emergency support staff, and volunteers -who provide assistance to local government.

These training programs:

- Support county capabilities and plans for responding to emergency events within the County;
- Promote an understanding of emergencies and their consequences;
- Provide emergency personnel with the skills necessary to help reduce or eliminate hazards or emergencies and increase personnel effectiveness in responding to and recovering from all types of emergencies;
- Include periodic exercises and drills to evaluate local capabilities and preparedness, including an operational exercise that tests a major portion of the elements and responsibilities in the emergency operations plan, and monthly readiness tests of warning and communication equipment;
- Support County departments and agencies in the development of departmental training courses and exercises; and
- Are based on guidance and best practices from state and federal sources.

Depending upon roles and responsibilities, emergency management training should be provided to all new employees, recruits, and first responders who have a direct role in emergency preparedness, incident management, or response. This includes but is not limited to emergency medical services [EMS], hospitals, public health, fire service, law enforcement, public work/utilities, skilled support personnel, and other emergency management response, support, and volunteer personnel.

### **3.4 Exercises**

In addition to training, Dutchess County periodically conducts drills and exercises to validate plans as well as orient, educate, and train first responders and emergency management personnel on how to carry out emergency management tasks and procedures. Realistic drills and exercises are necessary for the successful response to emergency incidents. Each department is expected to conduct drills and exercises as needed to validate internal plans and ensure readiness. In addition, the County ERC is responsible for arranging and implementing drills and exercises that focus on large scale coordination and complex activities requiring multiple departments.

Exercises conducted by Dutchess County will:

- Include multi-disciplinary, multi-jurisdictional, and multi-sector interaction to improve integration and interoperability and optimize resource utilization during incident operations;



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- Incorporate the NIMS/ICS into all exercises, to include drills, tabletop exercise, functional exercises, and full-scale exercises;
- Involve responders from multiple disciplines and multiple jurisdictions;
- Utilize the Homeland Security Exercise and Evaluation Program (HSEEP) as the preferred method of development and evaluation; and
- Incorporate corrective actions into preparedness and response plans and procedures.

### **3.5 Public Engagement and Awareness**

As part of the whole community approach to planning and preparedness, Dutchess County is committed to providing public education and awareness activities to ensure that each household can plan and prepare effectively to protect themselves during an emergency. This is especially true of vulnerable populations, including people with disabilities and others with access and functional needs.

Planned public education and awareness activities include:

- Targeted outreach to the general public, including vulnerable populations and functional needs facilities such as hospitals and nursing homes to ensure awareness of the County's capabilities and limitations in providing assistance during an emergency event;
- The availability and distribution of educational pamphlets, books, and kits pertaining to all aspects of emergency management, and materials developed by FEMA, NYS DHSES and other state departments;
- The opportunity for a variety of public stakeholders, including people with disabilities or their advocates, to participate in planning and advisory activities related emergency management activities such as the LEPC and the DAFN Emergency Planning Coalition;
- Continued collaboration with first responder agencies and other partners to present countywide drills and exercises, often involving volunteers from the community; and
- Support of important existing community resources including the Medical Reserve Corps.



## **4 Response**

### **4.1 Responsibilities**

#### **4.1.1 COUNTY EXECUTIVE**

During an emergency event, the County Executive or his/her authorized designee has the following authorities and responsibilities under New York State Executive Law, Article 2-B, Section 24:

- **Declarations, Orders and Administrative Actions**
  - Declare a local state of emergency in consultation with the ERC and other agencies for all or part of the County;
  - Promulgate local emergency orders; and
  - Waive local laws, ordinances, and regulations.
- **Operational and Policy Actions**
  - Control the use of any and all County-owned resources and facilities for emergency response;
  - Request and accept assistance from other political subdivisions and the State when the situation escalates beyond the capability of County resources;
  - Coordinate and provide assistance to other local governments that have exceeded their own emergency response capabilities; and
  - Designate a Public Information Officer (PIO) to coordinate the dissemination of public information and interface with the media.

#### **4.1.2 COMMISSIONERE OF EMERGENCY RESPONSE (ERC)**

The Dutchess County Commissioner of Emergency Response or his/her designee has the following authority and responsibilities:

- Serves as the primary contact to the County Executive or their designee to coordinate emergency response operations;
- Recommends to the County Executive the declaration of a local state of emergency based on the severity of the situation and the necessity to use additional executive powers;
- Notifies and briefs County departments, agencies, and other organizations involved in an emergency response;
- Activates and deactivates the EOC;
- Facilitates the work of public and private emergency support organizations that are brought together to perform response and short-term recovery actions; and
- Serves as the County liaison with federal and state assisting agencies.



### **4.1.3 SUCCESSION**

In the event the County Executive or the County ERC is unavailable, a line of command and succession has been established and is maintained by the County Executive's Office to ensure continuity of government and the direction of emergency operations.

### **4.1.4 LOCAL JURISDICTIONS**

Consistent with NIMS and the concept of home-rule, if an emergency escalates beyond the capability of an impacted local jurisdiction, the County should be notified of the need for support through the County DEM or the DCDER. In anticipation of potential needs, local jurisdictions should notify the County DEM as soon as an emergency situation arises so that County resources can be identified, notified, and placed on standby for expedited deployment. This advance notification will also allow the County to request immediate assistance from NYS OEM for any resources that are in limited supply or not locally available.

### **4.1.1 MUTUAL AID**

While Dutchess County maintains robust response resources, these capabilities are augmented by additional local, state, and federal resources through a system of mutual aid agreements. Mutual aid agreements are the means for one jurisdiction to provide resources, facilities, services, and other required support to another jurisdiction during an incident. Dutchess County manages mutual aid requests originating from local jurisdictions within the county and the NYS OEM serves as the gateway for mutual aid requests from Dutchess County. The NYS OEM has the ability to request resources from other counties within the state, other states, and the federal government.

## **4.2 Command and Management**

Day-to-day management structures are often insufficient to manage complex emergency events. While existing authorities and overarching responsibilities are still valid, utilizing specialty management constructs, such as those required by NIMS, provide a standard operating language throughout the local, county, state, and federal spectrums. Furthermore, the linear nature of these management constructs optimizes control, communication, and accountability.

### **4.2.1 Incident Command System (ICS)**

In accordance with NIMS, the ICS will be the primary method of coordinating command and control activities for on-scene field activities and when complex interagency coordination is required at the county level. The ICS defines the operating characteristics, interactive management components, and structure of incident management and emergency response organizations engaged throughout the life cycle of an incident. This includes the use of common terminology, modular organization, and the integration of diverse agencies. The ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand.

The ICS is organized by five functions:

- Command



- Operations
- Planning
- Logistics
- Finance/Administration

Under the ICS, the Incident Commander (IC) has overall responsibility for the effective on-scene management of the incident and must ensure that adequate organization is in place to carry out all emergency functions. The IC is usually selected based on his or her position as the highest-ranking responding officer at the scene. As an incident grows in size or becomes more complex, a more highly qualified person may be assigned as the new IC by the responsible jurisdiction. The IC directs emergency operations from an incident command post. A single command post is established at the emergency scene. In minor incidents, the five ICS functions may be assumed directly by the IC. Larger incidents usually require that one or more of the functions be set up as a separate section under the IC. Safety, information, and liaison functions are additional responsibilities of the IC. These activities can be assigned to staff under the IC.

#### **4.2.2 INCIDENT COMMAND POST**

On-scene emergency response operations are directed and controlled by the IC from an incident command post located at or near the site of the emergency. This is the only command post at the emergency scene. The incident command post is selected by the IC based on the logistical needs of the situation and is located at a safe distance from the emergency site. If a suitable building or structure cannot be identified for use as an incident command post, a mobile command post may be used for this purpose. This section applies to the various emergency response organizations within Dutchess County. Staff from the DCDER and other agencies will work in conjunction with the on-scene IC from the incident command post.

#### **4.2.3 FIELD OPERATIONS**

Field operations required for emergency response will be directed and controlled by the on-scene IC. Staff members from the DCDER will assist the IC with the following, as required:

- All field operations and command of the on-scene response force, including public and private emergency personnel;
- Contact with building owners that may be used as a command post;
- Establishment of an incident command post, at a safe distance from the emergency or accident scene, where field operations will be directed and controlled;
- Deployment and activation of DCDER Mobile Command Unit EM-50 to serve as command post, if requested by IC;
- Delineation of the area encompassed within the perimeter of the emergency, and establishment of this area as the emergency area;
- Control of the emergency area;
- Arrangements to obtain radio, telephone, and emergency power for the command post;



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- Selection of suitable staging areas for receiving resources and supplies for the field operations; Responsibility for establishing and controlling the emergency routes to and from the scene, establishing the location of blocked roadways, controlling traffic on routes within the emergency area, and providing security and crowd control;
- Establishment of communications with the County EOC;
- Recommendations to the Dutchess County Sheriff's Office or the local police agency if evacuation is necessary and to what extent;
- Updates to the County EOC with on-scene situation reports in accordance with a regular reporting schedule; and
- Arrangements with local providers for quartering and feeding the on-scene response force in the event of a prolonged response operation.

### **4.2.4 EMERGENCY OPERATIONS CENTER (EOC)**

#### **4.2.4.1 Location**

The Dutchess County EOC is located within the DCDER. The EOC has ample space and positions for all appropriate agencies expected to be represented in the EOC. Each position is equipped with a computer terminal, directly linked to a dedicated emergency management server, as well as a telephone. The computer system is also connected to the County intranet system. Dutchess County uses a computer-based program for EOC operations. All information, requests, actions, inventories, and records are maintained in the computer system. This system is self-hosted on a County server and is backed up on an off-site server. Access to the computer system is also available to select individuals outside the EOC. Internet connections at the EOC can be used as needed during emergency operations.

In addition to the EOC, several rooms are available for breakout meetings, conferences, or work groups. Rooms range in size from a typical office to a large theater-style auditorium.

A separate emergency management radio system is available for emergency management activities. Radios on this system are installed in several other agency and department operations centers. This will allow direct radio contact with these agencies. There are also a number of portable radios available for deployment to individuals in the field. The intent of this system is to link essential and emergency service providers on a single radio network.

#### **4.2.4.2 EOC Activation and Deactivation**

The Dutchess County ERC or other authorized County official is responsible for activating, deactivating, and managing the EOC during emergencies. Each County agency or organization is responsible for identifying a representative and two alternates who will report to the EOC when it is activated, provide decision makers with vital information, and coordinate the agency's response effort with other responding organizations and agencies. Work areas will be assigned to each agency represented at the EOC. The DCDER updates the EOC staffing contact list on an annual basis or as often as necessary.



#### **4.2.4.3 Operational Periods**

The EOC will be staffed using operational periods, as outlined in ICS, and may be required to operate continuously. In the case of a prolonged event, the EOC will use 12-hour shifts in support of 12- or 24-hour operational periods. Each department is responsible for ensuring adequate staffing and coverage in the EOC.

#### **4.2.4.4 Central Communication Center**

The ERC maintains communication between the EOC and Dutchess County 9-1-1 Communication Center.

The following will be maintained at the EOC:

- A current alert notification roster of all departments, agencies, and other organizations for EOC activations;
- A current chart and/or checklist of management activities and coordination required during emergencies;
- Current maps and data for plotting the location and effects of the emergency, for assessment and evaluation of prospective response options;
- Current copies of County department and agency emergency response plans;
- A status display system;
- A daily activities log; and
- A current resource inventory.

The items listed above are maintained and used through the EOC computer management program, as well as through intranet connections with other County departments and agencies.

#### **4.2.4.5 Internal Security**

The EOC is located in a secure area of the DCDER building. Electronic badge locks control access to all areas of the secure section of the building. Internal security at the EOC during an emergency will be provided by the Dutchess County Sheriff's Office, and will require:

- All persons entering the EOC to check in at the security desk located at the main entrance;
- All emergency personnel without photo ID will be issued a pass to be worn at all times while in the EOC; and
- During EOC activations, access to the facility is generally restricted to authorized EOC personnel.



#### **4.2.4.6 EOC Operations**

Appropriate agency representatives assigned to the EOC will have computer terminals to assist in the management of emergency events. Through the use of computer programs designed to facilitate emergency management, the EOC staff will collectively work to:

- Develop a uniform reporting format to ensure that throughout the emergency, the reported information is consistently precise, concise, and clear;
- Ensure that information regarding the emergency situation is collected and reported as soon as possible;
- Receive copies of all emergency-related messages and/or situation reports from field operations as well as local and state government officials;
- Authenticate reports and acknowledge receipt;
- Request periodic situation reports from each participating County department or agency represented at the EOC;
- Display, in chronological order, critical information and damage assessment information;
- Analyze the situation reports and regularly brief the EOC staff regarding the situation;
- Maintain an event log to include key emergency-related information;
- Prepare the Initial Disaster Situation Report to be submitted to the County Executive. The report may contain the following information:
  - Date and time of emergency,
  - Type of emergency,
  - General location of emergency,
  - Specific areas affected, including number of people,
  - Number of injured (estimate),
  - Number of dead (estimate),
  - Extent of damage (estimate),
  - Damage or loss of municipal response equipment,
  - Roads closed, and
  - Actions taken;
- Prepare ongoing situation reports, to be submitted at regularly scheduled intervals to NYS OEM.

### **4.3 Communication, Warning and Information Management**

Timely warnings or notifications, as well as the management of information and communications are critical to all phases of an emergency event. The County has policies and procedures in place to ensure



these activities and maintains significant communications capabilities. Additional information can be found in the Communications Annex.

#### **4.3.1 HAZARD MONITORING**

The ERC, with the assistance of other County departments, will coordinate the monitoring of identified risk areas. As a hazardous situation develops or is plausible, monitoring efforts may include scheduled observations, monitoring stations, flood gauges, or other forms of monitoring. Monitoring tasks include the measurement or progression of existing hazards such as rising water levels, radiation exposure levels, toxic exposure levels, and the formation and breakup of ice jams. County departments responsible for monitoring specific hazardous conditions will coordinate this activity with private industry and utility companies as warranted.

#### **4.3.2 EMERGENCY NOTIFICATIONS**

Emergency notifications or warnings are received and monitored at the County Warning Point on a 24-hour basis and usually stem from ongoing monitoring activities, emergency calls to 9-1-1, the National Warning System, or the National Weather Service. The County Warning Point is located within the Dutchess County 9-1-1 Emergency Communication Center. Upon initial notification of an emergency, the County Warning Point will initiate notifications to the ERC, the deputy coordinators, local police, fire, and EMS agencies as required.

#### **4.3.3 EMERGENCY COMMUNICATIONS**

Communications for emergencies in Dutchess County will be conducted according to the processes established in the County Emergency Communications Plan. Control of communications in emergencies remains with the primary licensed owner for each frequency, although integration of systems can be achieved by coordinating operations at the County 9-1-1 Communications Center, and by interaction among the communications officers of each department and agency involved. Many emergency service agencies within Dutchess County have their own radio systems and channels. All police agencies maintain their own communications systems in addition to the Dutchess County 9-1-1 systems.

Emergency dispatch services (i.e., fire, police, and EMS) are controlled by the County 9-1-1 Communication Center on a 24-hour basis. In situations involving mutual aid, or similar multi-agency response, the County 9-1-1 Communication Center serves as the system's coordination point, integrating with dispatch locations throughout the County.

The County 9-1-1 Communication Center will maintain continuous communication with any established incident command post and all requests for additional resources from field units will be made through the County 9-1-1 Communication Center. The communications system specialist shall regularly review and analyze the communications systems in place and make recommendations to the emergency response coordinator regarding the enhancement of the overall communications capabilities.



#### **4.3.4 PUBLIC WARNING AND EMERGENCY INFORMATION**

Dutchess County utilizes several modes of communication to disseminate warnings and information, depending on the nature of the situation and the population that needs to be informed. The following are some examples of public information and communication:

- Warnings and information are disseminated to the public utilizing the Integrated Public Alert and Warning System (IPAWS). Through IPAWS, emergency alerts, warnings, and notifications can be sent as Wireless Emergency Alerts (WEA) to mobile devices in a specified area or as a broadcast through the Emergency Alert system (EAS). The main EAS program control stations serving Dutchess County are WBNR-AM, WSPK-FM, WEOK-AM, and WPDH-FM. The EAS is the “voice” of emergency public information. The IC, ERC, or the County Executive or his or her designee may request activation of this system.
- In some situations, notification of the public will be accomplished using public address systems on the sheriff, local police, and fire vehicles.
- A high-speed telephone emergency notification service is available that allows critical information to be provided to large numbers of people or to a precise number of people in a select region or area of the County in a short period of time. This system uses the latest computer, telephone, and digitized voice technology, and can be activated by a variety of authorized representatives from Dutchess County departments.

##### **4.3.4.1 Public Information Officer**

During times of emergency, public information is coordinated through Dutchess County Emergency Management through the use of Public Information Officers (PIO). PIOs may be required to:

- Establish a Joint Information Center (JIC),
- Manage the JIC and assume overall responsibility for obtaining essential information for accurate and consistent reports to the media;
- Authenticate all sources of information and verify accuracy;
- Provide essential information and instructions released by the EOC for public release, including the appropriate protective actions;
- Coordinate the release of official announcements concerning public safety to the public with the key departments and agencies involved;
- Clear all public messaging with the IC or EOC;
- Check and control the spreading of rumors via social media;
- Coordinate and facilitate any press briefings;
- Arrange and approve media interviews of emergency personnel involved in the response operation;
- Arrange any media public tours of emergency sites;
- Inform the public regarding places of contact for missing persons, continued emergency services, and recovery assistance; and



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- Make emergency public information materials available for distribution to the public and use by the media;
- Ensure all public messaging and materials are provided in accessible formats, inclusive of individuals who are hearing or vision impaired, non-English speaking or living with other access and functional needs.

### ***4.3.4.2 Joint Information Center (JIC)***

A JIC collocates PIO representatives from multiple agencies and jurisdictions in order to coordinate the dissemination of public information. A JIC may be established at the EOC or at any location where information flow can be maintained without interfering with emergency operations. The JIC often provides a single point of interface for the media to obtain information and assistance.

## **4.4 Protective and Support Activities**

Protective actions are recommendations for escaping or sheltering from an existing or predicted hazard. These activities include evacuation, sheltering-in-place, quarantine, and other activities, depending upon the event.

### **4.4.1 EVACUATION**

Evacuation orders originate with local municipal leaders or emergency services personnel. Local municipalities may request assistance from the County to assist with implementing evacuation orders. When requested, the EOC will support the evacuation process by coordinating the response of supporting agencies. The ERC will notify the American Red Cross of impending evacuations. The American Red Cross, in coordination with other agencies represented in the EOC, and the on-scene IC, will analyze the need to open shelters in order to care for displaced individuals.

The ERC and staff from the DCDER and other agencies may support evacuation operations by:

- Warning and notifying the public within the emergency area;
- Informing the public of established evacuation routes and other emergency information;
- Recommending school and other public facility closures;
- Assisting in the coordination of transportation resources;
- Providing general and special care for evacuees;
- Coordinating with the Department of Health if a medical shelter will be needed;
- Coordinating security, law enforcement, EMS, and fire protection for established shelters;
- Providing operational support to the IC;
- Arranging support from state and federal agencies, if required;
- Assisting with general return to evacuated areas; and
- Assisting with recovery.



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In coordination with the on-scene IC and other agencies, the ERC will:

- Estimate the total number of persons to be evacuated and the number of evacuees who need public transportation and shelter; and
- Identify the number and types of vehicles required to support the evacuation.

The County ERC will work with Dutchess County Public Transit personnel to:

- Mobilize the required number and types of vehicles, to evacuate persons without transportation as well as those with other access and functional needs;
- Coordinate with the IC, through the EOC, deployment of buses and designate bus pickup points; and
- Establish a dispatching system to control the movement of buses from the emergency zones to the shelters.

Law enforcement agencies will:

- Designate evacuation routes from the evacuation zones to the shelters;
- Control the movement of all traffic on these routes by establishing traffic control points;
- Coordinate road services support with the Department of Public Works, through the EOC, and contract towing services;
- Provide security and law enforcement for the evacuation area and shelters;
- Provide emergency zone perimeter control in coordination with the IC through the EOC; and
- Provide traffic control for return movement.

#### **4.4.2 SHELTERING IN-PLACE**

When the emergency situation does not require evacuation, or if time and circumstances render evacuation impractical, county residents in or near a hazard area may be directed to seek protection by taking shelter in their homes or other designated buildings. Sheltering in-place usually includes closing all doors and windows as well as shutting down any air conditioning or air exchange systems. Sealing doors and windows with tape or linens may be advised in certain situations.

#### **4.4.3 ISOLATION AND QUARANTINE OF HUMANS**

The Department of Health is responsible for identifying and authorizing isolation and quarantine activities. These activities most often occur in isolated cases but may be required in large-scale incidents such as pandemics or hazardous materials events. If warranted, the Dutchess County EOC may be opened to support these large-scale activities, and additional mutual aid may be needed.

#### **4.4.4 AGRICULTURE AND LIVESTOCK PROTECTION AND EVACUATION**

The County maintains an Agricultural and Farmland Protection Plan to address the protection of crops and



livestock during emergencies, including the evacuation or sheltering in-place of livestock. The Cornell Cooperative Extension will coordinate the quarantine of livestock in the event of an animal epidemic. Quarantine procedures might also be required for agricultural products and supplies not including livestock. Additional actions taken by the Cornell Cooperative Extension in the event of an emergency could include disease response and dead animal disposal.

#### **4.4.5 DOMESTICATED ANIMALS AND PET EVACUATION AND SHELTERING**

In accordance with the Federal Pets Evacuation and Transportation Standards (PETS) Act, Dutchess County will coordinate and provide evacuation and pet sheltering capabilities through the Dutchess County Animal Response Team (DCART). The DCART is comprised of response personnel trained in animal handling and specialty evacuation and sheltering activities. The DCART is deployed by DCDER when requested and appropriate.

#### **4.4.6 EMERGENCY MEDICAL ASSISTANCE AND PUBLIC HEALTH**

A large-scale emergency could be accompanied by injury and death of large numbers of people, which would quickly overwhelm the ability of local medical resources to deliver adequate responses to all victims in a timely manner. The DCDER has developed and maintains a Multi-Casualty Incident (MCI) plan. This plan defines the response of ambulances and other emergency apparatus to incidents throughout the County. The appropriate departmental staff members are notified whenever the MCI plan is activated. The DCDER will coordinate with the State and County departments of health as well as the hospitals and medical examiner's office to address the logistical issues in handling mass human casualties. This coordination effort will ensure the capabilities of all hospitals and medical service providers are integrated, allowing for the fastest response to medical emergencies and incidents involving mass casualties.

#### **4.4.7 HUMAN NEEDS**

Emergency situations can alter or reduce the ability of individuals to access resources required to meet basic human needs. This is especially true of people with disabilities and others with access and functional needs. The DCDER will work with the County Department of Community and Family Services, County Department of Behavioral Health, County Office for the Aging, the American Red Cross, and other agencies and departments to coordinate the provision of the following resources during an emergency:

- Temporary shelter, medical care, or other basic human needs with an emphasis on space, supplies, and access;
- Short-term assistance toward mortgage or rental payments to prevent families with children from becoming homeless; and
- Support for organizations that have experienced sudden, significant increases in client demand or sudden, significant declines in operating support.

#### **4.4.8 RESTORING PUBLIC SERVICES**

Damage to and destruction of homes, special facilities, and vital utilities during an emergency may place the public at substantial risk of food and water contamination, communicable diseases, and exposure to extreme temperatures. For this reason, efficient restoration of public services is an important aspect of



emergency response and recovery. In the event that local jurisdictions require assistance in restoring public services, DCDER, in coordination with the Department of Public Works and each utility operator, will work to:

- Assess damage to the infrastructure and restore emergency public services; and
- Develop short and long-term strategies to reconstruct and restore critical infrastructure.

#### **4.4.9 RESOURCE MANAGEMENT**

The DCDER and other support agencies maintain their own respective resource databases which are accessed through agency representatives at the EOC. The DCDER, NYS OEM, and the New York State Office of Fire Prevention and Control identify and manage the use and return of loaned resources. Under the purview of the DCDER, the Dutchess County Fire Coordinator serves as the Regional Fire Administrator when activated under the New York State Fire Mobilization Plan through the New York State Office of Fire Prevention and Control.

## **5 Recovery**

### **5.1 Authorized Agent**

The ERC is the County's authorized agent for preparing and submitting emergency assistance requests and applications to the state and federal government.

As the authorized agent, the ERC will:

- Request, schedule, and conduct preliminary damage assessments in conjunction with federal and state assessment teams as well as local municipal leaders;
- Schedule and host briefings with federal and state agencies for local municipalities and not-for-profit organizations;
- Attend public assistance briefings conducted by federal and state emergency officials;
- Obtain and or develop maps showing damage locations, (with supporting photographs and video recordings);
- Prepare and submit applications for public assistance;
- Assign local representatives who will work with state and federal representatives; and
- Coordinate with County departments and agencies to complete applications in accordance with the guidelines in the Public Assistance Handbook.

### **5.2 Documentation**

From the outset of emergency response operations, it is essential that County response personnel keep detailed records of expenditures for:



- Labor;
- Use of owned equipment;
- Use of borrowed or rented equipment;
- Use of materials from existing stock;
- Contracted services for emergency response;
- Emergency purchases of materials and supplies; and
- Other related records.

These records of expenditures will be required by state and federal auditors as supporting documentation for state and/or federal reimbursement.

### **5.3 Damage Assessment**

At the time of the local state of emergency declaration, the ERC may:

- Appoint a Damage Assessment Coordinator to develop and manage damage assessment activities; and
- Through NYS OEM, request rapid deployment of damage assessment teams;
- Assist local emergency officials in analyzing and assessing the impact of the event; and
- Provide technical assistance to County and local officials as necessary.

The ERC or Damage Assessment Coordinator, if appointed, is responsible for the three phases of damage assessment activities, as described in Sections 5.3.1, 5.3.2 and 5.3.3.

#### **5.3.1 DAMAGE ASSESSMENT PREPAREDNESS ACTIVITIES**

Pre-event activities ensure that damage assessments can occur in a timely manner and help prioritize response objectives. Pre-event activities include:

- Identifying and maintaining lists of County agencies, personnel, and resources to assist and support damage assessment activities;
- Identifying and maintaining lists of non-government groups, such as nonprofit organizations, trade organizations, and area professionals, that could provide assistance;
- Forging memorandums of understanding or memorandums of agreement between local government and private organizations for technical support; and
- Arranging for annual training of selected personnel in damage assessment survey techniques.

#### **5.3.2 PRELIMINARY DAMAGE ASSESSMENT ACTIVITIES**

- Preparing and maintaining documents, maps, photographs, and videotapes of damage;
- Reviewing procedures and forms for reporting damage to higher levels of government;



- Determining, with the assistance of NYS OEM, the types of available damage assessment assistance and procedures for obtaining them;
- Informing the NYS OEM Director if state and/or federal support is required to assist local jurisdictions in the damage assessment process; and
- Recording the use of non-government personnel to perform damage assessment functions; and
- Selecting personnel to participate in damage assessment survey teams.

### **5.3.3 ONGOING DAMAGE ASSESSMENT ACTIVITIES**

Through coordination with other County department and agency heads, post-event damage assessment activities include:

- Completing and maintaining records of damage assessment survey reports;
- Submitting damage assessment reports to the ERC;
- Coordinating damage assessment activities with the jurisdiction's authorized agent when requested; and
- Assisting authorized agents in the preparation of documentation needed for emergency assistance applications to state and federal governments, including notices of interest, damage survey reports, and project applications.

### **5.3.4 DAMAGE ASSESSMENT COORDINATOR**

As part of the damage assessment program, the ERC may designate a Damage Assessment Coordinator (DAC). The DAC will be responsible for assessing the County's damage due to an emergency. The DAC will also work to coordinate and assist local jurisdictions in their own damage assessment programs. Depending on the nature, size, and extent of the event, the DAC may request assistance from other departments or agencies.

### **5.3.5 DAMAGE ASSESSMENT TEAMS**

Damage assessment teams will be organized and deployed to emergency locations to collect and report information regarding the type, extent, and impact of damage using a standard assessment and reporting format (see Appendix G). Damage assessment teams will consist mainly of local government employees, such as public works engineers; building inspectors; assessors; and members of nonprofit organizations, such as the American Red Cross. When necessary, non-government personnel from engineering, construction, insurance, property evaluation, and related fields may supplement the teams.

Each damage assessment team will have a designated team leader who will report to the EOC manager. County personnel who are assigned damage assessment responsibilities will remain under the control of their own departments but will function under the technical supervision of the designated team leader. The EOC communication officer will provide mobile communication equipment for damage survey teams, if possible. All assessment activities will be coordinated through the EOC.



### **5.3.6 INITIAL DAMAGE ASSESSMENT**

After a preliminary damage assessment but before the compilation of a formal Damage Assessment Report, the ERC will prepare an initial Damage Assessment for use in the EOC and submittal to NYS OEM.

The Initial Damage Assessment will include:

- A preliminary damage assessment report based on a local “wind shield” survey and assessment of damage;
- A description of and an estimate of the approximate duration of the specific types of aid required from other levels of government; and
- An evaluation of the economic impact of the emergency on the local community and its population.

### **5.3.7 DAMAGE ASSESSMENT REPORT**

The DAC leads the coordination of state and federal evaluation teams and compilation of data for the final damage assessment report. The damage assessment report is required for establishing eligibility for any state and/or federal assistance.

The damage assessment report should contain information on destroyed property, property sustaining major damage, and property sustaining minor damage for the following categories:

- Damage to private property in estimated dollar loss to the extent not covered by insurance:
  - Homes
  - Businesses
  - Industries
  - Utilities
  - Hospitals, institutions, and private schools
- Damage to public property in estimated dollar loss to the extent not covered by insurance;
- Damage to agriculture in estimated dollar loss to the extent not covered by insurance;
- Cost in dollar value calculated to support mass care, housing and individual family grants;
- 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.; and
- Financing overtime and labor required for emergency operations.

### **5.3.8 LOCAL JURISDICTIONAL DAMAGE ASSESSMENTS**

The responsibility for local damage assessment lies with each local jurisdiction. The County is responsible for assessing damage to all county-owned infrastructure and property and will assist local jurisdictions in their own damage assessment programs.



## **5.4 Planning for Recovery**

Recovery includes community development and redevelopment. Community development is based on a comprehensive development plan prepared under the direction of local planning departments and boards. Comprehensive community development plans are officially adopted by local government as the official policy for community development. In addition, land use planning and corresponding tools (e.g., zoning ordinances, subdivision regulations, building codes, and design guidelines) can be effective in mitigating damages and facilitating recovery.

## **5.5 Redevelopment Plan**

A Redevelopment Plan should be considered as part of the initial recovery planning process. The redevelopment plan should include, but need not be limited to, recommendations for:

- Replacement, reconstruction, removal, or relocation of damaged or destroyed public facilities and infrastructure;
- Prioritized emergency repairs to community facilities, buildings, and infrastructure; and
- Economic recovery and community development.

The Redevelopment Plan shall account for and incorporate, to the extent practical, relevant existing plans and policies. Prevention and mitigation measures should be incorporated into all recovery planning whenever possible, for example:

- Engineering solutions to reduce vulnerability to certain emergency types;
- Land use management strategies; and
- Local ordinances that mitigate existing natural and human-caused hazards.

Responsibilities for recovery assigned to local governments under State Executive Law, Article 2B, depend on whether a gubernatorial emergency declaration was issued for a specific emergency. If the governor declares a state of emergency, then under Section 28-A, Dutchess County is responsible for developing local recovery and redevelopment plans. The adopted plan may be amended at any time in the same manner as originally prepared.

## **5.6 Reconstruction**

Reconstruction consists of two phases. Phase 1 includes short-term reconstruction to return vital life support systems to minimum operating standards. Phase 2 incorporates long-term reconstruction and redevelopment, which may continue for years after an emergency. Phase 2 also includes risk reduction projects to minimize or eliminate repetitive loss.



## **5.7 Public Information Regarding Recovery Assistance**

Dutchess County Emergency Management will work in coordination with federal and state agencies to develop and implement a public awareness campaign for recovery activities. The public awareness campaign should disseminate information such as:

- Available public and private sector assistance;
- Eligibility requirements;
- Documentation requirements;
- Locations of Disaster Recovery Centers; and the
- Availability of support services to facilitate applications.