Town of Candor, New York

EMERGENCY PLAN



May 2nd, 2023

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* ANNEX Section (Public Safety sensitive FOUO)

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PROMULGATION STATEMENT / LETTER

To All Recipients:

Transmitted herewith is the Emergency Plan for the Town of Candor, New York. It provides a framework for use in performing crisis intervention actions during a major emergency or disaster in the town.

This Emergency Plan includes the four phases of emergency management.

They are:

- **Mitigation** those activities which eliminate or reduce the probability of an incident, also known as prevention
- Preparedness those activities developed to save lives and minimize damage
- Response immediate activities which prevent loss of lives and property and provide emergency assistance
- Recovery short- and long-term activities which return all systems to normal or improved standards.

This plan is prepared in accordance with all New York State statutes. It will be tested, revised and updated as required. All recipients are requested to advise the Town of Candor Emergency Management Coordinators regarding recommendations for improvements.

Signed:	
William Strosahl Supervisor - Town of Candor	
Patricia Reichert Deputy Supervisor – Town of Candor	
Edward Evans Town Board Member	
James Douglas Town Board Member	
Nancy Rader	
Town Board Member	
Date: May 9, 2023	

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Retain this list as the Revision Log to your copy of the plan.

Original document adopted as draft:

Revision 1: N/A

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PREFACE

This is the Emergency Plan (EP) for the Town of Candor, New York. It will serve as the foundation upon which all town departments may base their respective plans, since the EP will be implemented by the supervisor, in whole or in part, during an emergency pursuant to Article 2-B of the NYS Executive Law.

The EP sets forth a recommended course of action which may be readily implemented by the supervisor during an emergency and which will assist in minimizing hazards to life and property. It is recognized that the Town of Candor has limited preparedness and recovery options. The Town of Candor must be prepared for initial response alone until outside assistance is requested and mobilized. Emergency assistance will be obtained from Tioga County and the State of New York. Consequence management and recovery assistance will be obtained from the State of New York – Division of Homeland Security and Emergency Services (DHSES) and the U.S. federal government – Federal Emergency Management Agency (FEMA).

The Town of Candor is subject to a variety of hazards, natural and man-made. Any one of these hazards can cause a disaster, which would result in the disruption of social processes, endangering lives, economic impact, and destroying property. Effective emergency management is dependent upon the coordination, collaboration, and cooperation of all the various public and private agencies that may be called upon to perform duties in conjunction with the occurrence. Each incident may differ by type, area, location, number of persons affected, and extent of damage but the basic responsibilities of involved agencies remain the same. The Town will maintain an active role in operational readiness to best respond and protect the community

Toward this end, in the event of a proclamation of a local state of emergency pursuant to §24 of the Executive Law Article 2B, the supervisor may implement this recommended and recognized plan in the Town of Candor and/or promulgate local emergency orders or take other measures pursuant to §25 of the Executive Law Article 2B to bring the emergency situation under control. This plan will follow the National Incident Management System and Incident Command System protocol.

The Town of Candor Emergency Plan can be found online at: https://towncandor.digitaltowpath.org:10613/content/Generic/View/4:field=documents;/content/D ocuments/File/13.pdf Section 4

All annexes are considered Public Safety Sensitive and For Official Use Only (FOUO).

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STATEMENT OF PURPOSE

This plan is a local level integrated emergency operation manual. It is designed to describe the emergency management capability and disaster response of the Town of Candor, NY.

- The plan goal is to provide a means to utilize all available resources to MITIGATE or prevent potential emergencies or disasters whenever possible;
- PREPARE to deal efficiently with the effects of inevitable events;
- RESPOND to the needs to save lives and protect property, and;
- promote a means to RECOVER rapidly from unavoidable damages.

The plan is intended to be both "generic" and "hazard specific," covering the entire range of emergency and disaster situations from age old natural disasters to the technological hazards created as a biproduct of our modern society.

The plan is a reference of emergency-disaster information and the basic source of data considered necessary to accomplish the various types of emergency missions. It is designed to bring the user to the point of knowing:

- what is to be done, and:
- who is to do it.
- It may include information relative to when, and;
- where the response will be effective, and even;
- why it will be done.

Each participating organization, private or governmental, must depend upon its own expertise to develop the procedures describing **"how"** to carry out its assignments in support of the plan.

The management of emergencies and planned events will follow the National Incident Management System and the principals of the Incident Command System for all incidents when the town emergency operations plan is activated. Adopted by resolution August 9, 2006.

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SITUATIONS AND ASSUMPTIONS

SITUATION:

The Town of Candor, located in Tioga County, in the Southern Tier section of the State of New York, has an area of 94.62 square miles, and a population of 5,149 (2020 US Census). The Town of Candor borders Town of Spencer to the west, Tompkins County to the north, and Town of Owego to the south, and Town of Newark Valley to the east.

New York State Route 96 and 96B intersect within the Town in the Village of Candor. This is a major route for tourism in the Finger Lakes region.

Weltitile

The Town of Candor is serviced by the Candor Fire Department. The fire department is a volunteer fire district with 3 stations. The main Candor fire station is located at 74 Owego Rd. One substation is at in the Catatonk area of the town, and another substation is in the Willseyville area. Mutual Aid System - The Candor Fire Company is a member of the Tioga County, NY mutual aid plan.

Law enforcement is handled by the Village Police Department, Tioga County Sheriff's Office and the New York State Police. Law enforcement assistance is available from the neighboring Village of Candor Police Department, neighboring county sheriff's offices, and neighboring municipal police departments.

Emergency Medical Service (EMS) is provided by the Candor Emergency Squad. The Emergency Squad is located at 58 West Main Street within the Village of Candor. The Candor Emergency Squad is a volunteer ambulance service providing transport services with two (2) ambulances up to Advanced Life Support (ALS) level of care.

Town roads are maintained by the Town of Candor Highway Department. The Town highway department is located at 33 Humiston Street and is responsible for 135 miles of roadways within the Town and 3 miles of roadways within the Village of Candor. The State Department of Transportation (DOT) is responsible for the state highways within the town, and the nearest State DOT garage is located at 1497 NY-96 in the Town of Owego.

Candor School District's school complex is located at 1 Academy St in the village, just off Main St/NY-96 NY Route 34. The Candor Elementary School is in one building, and the Junior/Senior High Schools share a second building.

Primary businesses in town are mostly small businesses and farming. Double Aught Lumber is a 33-acre site producing hardwood lumber. Additional businesses include Home Central, Dollar General, Ferrell Gas, Power and Paddle, and Bostwick Antique Mall and Auctions. Millenium Pipeline travels through the town.

The nearest trauma level hospital is Guthrie Robert Packer Hospital in Sayre, Pennsylvania (~28 miles/~38 minutes). The nearest trauma level hospital in New York State is Wilson Regional Medical Center, located in Johnson City, NY (~30 miles/~40 minutes).

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ASSUMPTIONS:

(HAZARD ASSESSMENT)

FLOODS: Floods are the most probable natural cause of emergencies or disasters in the State of New York. Spring thaws and ice breakups may cause some lowland flooding. There are a few dozen residences along the town (not including the village) waterways that are listed as being in the FEMA 100-year flood zone. Danby Creek runs through the northwestern portion of the town into Willseyville Creek. Willseyville Creek flows down the from the north to Catatonk Creek. Catatonk Creek runs from just west of the Village of Candor, through the village, and follows NY-96/Owego Road into the Town of Tioga, where it meets with Owego Creek. The South Branch of Catatonk Creek runs west into the Town of Spencer. Pipe Creek starts near the peak of Hubbard Hill Road near Dewey Road between Tuttle Hill Road and Delmauro Road. It continues south into the town of Tioga. The West Branch of Owego Creek runs along the border of Town of Candor and Town of Newark Valley. There are currently no US Geological Survey (USGS) stream gauges in the Town of Candor. The DMA 2000 Hazard Mitigation Plan Update for Tioga County, NY from December 2018 mentions 111 people in the 100-year flood plain. The Weltonville Fire Dept fire station is also in the 100-year flood plain. In recent flooding events in Tioga County (2015 & 2017), the Town of Candor did not suffer damages. FEMA Flood Map Service Center map attached. Flooding risk appears to be from the streams in the area.



WINTER STORMS: Winter storms with snow, ice and freezing temperatures in various combinations, are commonplace in the Southern Tier of New York State. The Town is geared to handle most winter emergencies. A potential for emergency exists when such storms also result in loss of electric power, leaving a people without adequate heating capability. Heavy wet snows of early fall and late spring have the potential to cause most power failures; however, the risk of ice storms can also cause power outages with great impact to the village.

WINDSTORMS: Violent windstorms are possible in the Southern Tier of New York State. A tornado struck Tioga County most recently in 2002, just north of the Village of Owego. Straightline winds have also been recorded.

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DROUGHT: Drought can be a problem in late summer with local springs and well levels reduced to minimal flows. Water tables reached an all-time low during the nationwide drought of 1988, however recovery was rapid.

EARTHQUAKE: Earthquakes have been detected in New York State in the past and remain a geological possibility. The Town is situated in an International Building Code Seismic Design Category Zone B earthquake zone. Although earthquakes are not a frequent event, they have the potential to cause extensive damage to unreinforced masonry (brick) buildings and concrete structures. Most regions of New York State are characterized by a moderate level of seismicity and seismic hazard. Per the USGS, this area has a chance of 2 to 4 damage causing earthquakes at some point in a 10,000-year period.

NATIONAL EMERGENCY: National emergencies may include a pandemic or possible attack by terrorist. Since the Town of Candor is dependent upon outside resources for a large percentage of food and fuel supplies, any situation which might affect this system could have a severe impact upon the town's population.

MAN-MADE HAZARDS:

Hazardous Materials lead the list of potential man-made hazards which could impact the Town of Candor. Flammable and combustible liquids and liquified petroleum, gas are the most widespread materials likely to create problems. The Millennium pipeline passes thru the Town of Candor.

Radiological Emergencies are possible from vehicles traveling on roadways in the Town of Candor.

Bus Crash or Aircraft Crashes can happen anywhere in New York State. Commercial aircraft, private planes, and military aircraft are common in Southern Tier air space. A commercial airliner on final approach to the Elmira/Corning Regional Airport, Ithaca Tompkins International Airport, or Binghamton Regional Airport, could crash in the Town creating a potential threat for mass casualties. The nearby heliports at Lockheed Martin – Owego create the potential for an aircraft crash with federal implications.

SHORTAGES: The shortage of energy or food supplies could threaten the welfare of the citizens of the Town of Candor, NY. The dependency upon out-of-state sources can become a problem when normal deliveries are interrupted.

VULNERABILITY:

Multiple streams run through the Town and have been the cause of flooding problems in the past. Advanced weather prediction is not always accurate and extreme precipitation can develop without adequate warning. Flash flooding can impact areas in Town that are located above designated flood plains. The frequency of extreme weather events fluctuates from year to year.

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CONSEQUENCE MANAGEMENT: RECOVERY and MITTIGATION

RECOVERY:

Public Assistance - Damage estimates for infrastructure may be obtained from the highway department, fire department and code enforcement. Records of activity for emergency protective measures by all town departments will be gathered for determining the cost of impact to the Town. Damage estimates will be provided to the Tioga County Office of Emergency Services for submission to the NYS DHSES Recovery Section. The Town may submit to FEMA as an eligible applicant for disaster recovery public assistance funds.

Individual Assistance – Impact to residential structures will be obtained by survey of damages by the American Red Cross, Town Code Enforcement, and NYS OFPC and Department of State damage assessment teams. Impact assessment will be provided to the Tioga County Office of Emergency Services for submission to the NYS DHSES Recovery Section. Individuals may submit FEMA as an eligible applicant for disaster recovery individual assistance funds.

HAZARD MITTIGATION

The Town of Candor is a participant in the Tioga County Hazard Mitigation Plan. The Hazard Mitigation Plan is required by state and federal agencies for communities in Tioga County to be eligible for certain types of non-emergency disaster assistance, including funding for mitigation projects. The goal of hazard mitigation is to reduce loss of life and property, lessening the impact of disasters. The Town of Candor 2018 Jurisdictional Annex to the Tioga County Hazard Mitigation Plan can be found at the following link: https://www.tiogacountyny.com/media/6805/tioga-county-hazard-mitigation-plan-2018-vol-ii.pdf

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CONCEPT OF PLAN – RESPONSE OPERATIONS

General:

- 1. Operations conducted under this plan require a rapid and coordinated response by every Town of Candor agency, private institution, and other non-governmental agency.
- 2. Implementation of operations must be as self-triggering as possible and not dependent upon the presence of an individual.
- 3. The Town of Candor Emergency Management Coordinators will be the coordinating agents for all activity in connection with emergency operations.
- 4. The town supervisor or designee(s) will be responsible for the execution of the plan and for minimizing the disaster effects.
- 5. Central coordination from the Emergency Operations Center (EOC) provides the requisite policy guidance, support and coordination. The primary EOC is located at the Town of Candor Town Hall, 101 Owego Road. The alternate EOC is located at the Town of Candor Highway garage, 33 Humiston St.

Response Operations:

Operation of the plan commences when the Emergency Management Team (town supervisor, deputy supervisor, and the Emergency Management Coordinators (or a designated representative(s)), determines that the severity or length of the situation warrants plan implementation to reduce the threat to life and/or property to a minimum.

- 1. Alert and order the mobilization of the Town of Candor emergency management organization.
- 2. Activate the town Emergency Operations Center. The size and composition of the staff is to be determined by the magnitude of the disaster.
- 3. Evaluate the scope and magnitude of the emergency or disaster. Obtain situational awareness for the incident and determine the need for assistance.
- 4. Alert the general population of the disaster or impending disaster.
- 5. Consider for the evacuation of threatened areas.
- 6. Alert the Tioga County Office of Emergency Services and New York State Office of Emergency Management for assistance and coordination of county and state agencies with disaster response and recovery capabilities.
- 7. Determine the need for a declaration of State of Emergency and issuance of Emergency Orders.
- 8. Request temporary shelter, food, and medical for evacuees as necessary. This task is the responsibility of the American Red Cross. The National Shelter System provides a list of pre-identified shelters within the town. Notify those public and private agencies dedicated to the

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relief of distress and suffering, i.e., Red Cross, and establish liaison as necessary. Tioga Co. Office of emergency Services handles interface with the American Red Cross

9. Notify local industries, public utility companies, etc., of the disaster or pending disaster as necessary.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Organization:

- 1. The town board will convene to perform legislative and administrative duties as the situation demands and shall receive reports relative to emergency management activities.
- 2. The town supervisor, deputy supervisor and emergency management coordinator shall be the emergency management forces of the Town of Candor and shall be responsible for organization, administration and operations. The emergency management coordinators shall be responsible for the planning, coordination and operation of emergency management activity in the town.
- 3. The employees, equipment and facilities of all town departments will participate in the emergency management activity as appropriate within their capabilities and assigned responsibilities.
- 4. The organization shall also include volunteer agencies and/or persons offering services to the Town of Candor, upon acceptance thereof.
- 5. Duties assigned to a town department shall be the same or like normal duties of their department.

Plan Responsibilities:

The Town Emergency Plan consists of this basic plan with appropriate annexes to cover emergencies as follows (All annexes are considered Public Safety Sensitive and For Official Use Only (FOUO)):

ANNEX A. Direction and Control: Emergency Management Coordinators – includes staffing and functioning of the EOC and succession of command.

ANNEX B. Alert and Warning: Emergency Management Coordinators – includes a means for receiving and disseminating warnings for disasters and maintenance procedures.

ANNEX C. Evacuation: Emergency Management Coordinators – includes actions to protect the population before, during and after disasters by establishing evacuation routes, safe areas, transportation and coordination with shelters. The American Red Cross - National Shelter System provides a list of pre-identified shelters within the village and adjacent towns. Notify those public and private agencies dedicated to the relief of distress and suffering, i.e., Red Cross, and establish liaison as necessary.

ANNEX D. Communications: Emergency Management Coordinators – includes local emergency communications to be utilized for all types of disasters.

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- **ANNEX E. Shelter:** Tioga County Emergency Management and Town Emergency Management Coordinators includes actions to protect the population before, during, and after disasters by establishing best available shelters and/or feeding, registering, clothing and social services. In Tioga County the American Red Cross manages shelters.
- **ANNEX F. Law Enforcement:** Police chief includes maintenance of law and order, control of traffic, controlling and limiting access to the scene of a disaster. Criminal investigation relating to a disaster.
- **ANNEX G. Fire / Rescue:** Fire chief includes actions to limit or prevent loss of life and property from fire, and assisting in rescue, warning and evacuation.
- **Annex H. Emergency Medical Services –** Emergency Management Coordinators and Tioga County EMS Coordinator includes actions to limit or prevent loss of life from a medical emergency.
- **ANNEX I. Public Works:** Highway Superintendent & Water Superintendent. Includes maintaining the Town's roads, bridges, water and sewer systems and assisting with equipment and personnel if a disaster threatens or occurs. Aiding other Town departments as necessary to support the disaster management.
- **ANNEX J. Emergency Public Information:** Town supervisor and Emergency Management Coordinators includes actions for providing a flow of accurate and official information and instructions to the general public through all means of communications available before, during, and after an emergency or disaster.
- **ANNEX K. Resource Management:** Emergency Management Coordinators includes actions to obtain vital supplies and other properties found lacking, and needed for the protection of health, life and property of people, and resources for special or critical facilities.
- **ANNEX L. Hazardous Materials / WMD:** Fire chief includes the identification of HAZMAT facilities and transportation routes within the town. It also outlines responsibilities for responding to a HAZMAT / WMD incident within the town.
- **ANNEX M. Radiological Protection:** Fire chief and neighboring Haz-Mat Team Radiological Officer includes radiological monitoring and means to identify radioactive hazards resulting from war related or peacetime incidents.
- **ANNEX N. Severe Flooding:** Fire chief includes actions to limit or prevent loss of life and property from flooding, and assisting in rescue, warning and evacuation.
- **ANNEX O. Severe Weather:** Fire chief includes actions to limit or prevent loss of life and property from incident, and assisting in rescue, warning and evacuation.
- **ANNEX P. Terrorism / Bomb Threat / Suspicious Powder:** Police chief includes maintenance of law and order, controlling and limiting access to the scene of the incident. Criminal investigation relating to an incident. Fire chief and EMS coordinator includes actions to limit or prevent loss of life and Haz-Mat activity.
- ANNEX Q. Hostage / Barricaded Subject Incident / Active Shooter: Police chief includes maintenance of law and order, controlling and limiting access to the scene of the incident.

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Criminal investigation relating to an incident. EMS Chief – includes actions to limit or prevent loss of life.

ANNEX R. OPEN

ANNEX S. Mass Injury - Fatality Incident: Police chief – includes maintenance of law and order, controlling and limiting access to the scene of the incident. Criminal investigation relating to an incident. Fire chief and EMS coordinator – includes actions to limit or prevent loss of life and assisting in rescue.

ANNEX T. Major Flammable or Combustible Liquid Incident: Fire chief – includes actions to limit or prevent loss of life and property from fire, and assisting in rescue, warning and evacuation.

ANNEX U. OPEN

ANNEX V. Civil Disturbance – Disorder: Police chief – includes maintenance of law and order, controlling and limiting access to the scene of the incident. Requesting assistance to mitigate the situation. Criminal investigation relating to an incident.

ANNEX W. Power failure: Fire chief – includes actions to limit or prevent loss of life and rescue activity. Police chief – includes maintenance of law and order, controlling and limiting access to the scene of the incident. Traffic Management. Support from Highway, Parks and Water departments

ANNEX X. High Profile Security Incident: Police chief – includes maintenance of law and order, controlling and limiting access to the scene of the incident. Criminal investigation relating to an incident.

ANNEX Y. Public Health Issue: Tioga County Health Dept.

ANNEX Z. Aircraft Crash: Police chief – includes maintenance of law and order, controlling and limiting access to the scene of the incident. Criminal investigation relating to an incident. The incident will be handled following a plan established by the New York State Police procedure manual. Fire Chief – includes actions to limit or prevent loss of life and property from fire and assisting in rescue.

Summary:

The emergency tasks designated in the annexes are related to day-to-day activities assigned by existing law, where applicable. Several have been added or extended to cope with emergency situations. Each town department and/or agency has the responsibility of preparing a written, functional annex, with appropriate appendices and attachments, delineating the staffing, alerting and actions necessary to accomplish assigned tasks. Development of these annexes will be coordinated with the emergency management directors and updated annually by the department/agency head.

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ADMINISTRATION

EMERGENCY MANAGEMENT STAFF

The town supervisor, deputy supervisor, and appointed emergency manager shall be the coordinators of emergency management. The emergency management coordinators shall have the general supervision of the emergency management program

The emergency manager (or designee) will be responsible for:

- Chairing all emergency management meetings.
- Provide expertise and guidance in preparing the emergency plan.
- Preparing and promoting ordinances when necessary.
- Providing town resources and staffing for the establishing and operating an EOC.
- Provide guidance in the annual emergency management budget and preparation of reports.

Order of succession for the town will be as follows:

- Town Supervisor
- Deputy Town Supervisor
- Any available town board member

The emergency management coordinators shall be responsible for (or delegate responsibility):

- The preparation of the basic plan and its review and update.
- With the approval of the town supervisor, recommend service heads to the emergency management program.
- Shall have direct responsibility for the organization, administration, and management subject to the direction and guidance of the Supervisor..
- Schedule training, drills, and exercises to train and test the local government's response capability.
- Shall be responsible for coordination with the Tioga County and New York State emergency management offices.
- Will encourage participation by staff members for emergency management training courses and seminars.
- Shall prepare annual reports for emergency management.
- Be responsible for establishing and setting up the EOC.
- Be the EOC manager and provide for adequate staffing. Assigning a staff member as EOC manager
- Attend training courses, meetings and seminars and seminars at local, state and regional levels.

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RESOURCES AND SUPPORT

RESOURCES:

- 1. Normal supply methods will be utilized.
- 2. If emergency supplies are required, they will be coordinated by the emergency management directors.
- 3. The town does not have a central procurement warehouse or distribution system. Emergency supply Point of Distribution (POD) will be the parking lot of the McKendree United Methodist Church, 224 Owego Road, Candor, NY

SUPPORT:

- 1. Support by civil government forces may be made available from surrounding jurisdictions, including mutual aid agreements. Fire and EMS assistance can be requested by contacting the following agencies:
 - Tioga County Office of Emergency Services: 607-687-2023
 - New York State departments and/or agencies will be requested by contacting: State Division of Homeland Security and Emergency Services: 1-518-292-2200 (State Watch Center)
 - Tioga County Sheriff's Office: 607-687-1010
 - State Police: 607-687-3961 (Owego Troop "C")
- 2. The Governor can activate National Guard support. Requests for assistance will be coordinated through Tioga County Office of Emergency Services and the New York State Office Emergency Management at the above numbers. A request for this assistance must be processed through Tioga County to the State.

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PLAN DEVELOPMENT AND MAINTENANCE

PLAN DEVELOPMENT

Town officials and dedicated citizens developed this Emergency Plan (EP) for the Town of Candor, NY. It is implemented with the complete knowledge of all individuals and organizations with assignments or responsibilities in the plan. Participants have agreed to perform emergency response functions to the best of their ability within the guidelines provided. It is intended that this EP be the primary outline for emergency or disaster Management.

PLAN MAINTENANCE

The emergency management coordinators and town board will be responsible for keeping this plan up to date by an annual review during the reorganization meeting. Following any exercise or actual emergency or disaster, the emergency management coordinators will compare response activities with the appropriate sections of the plan to determine if operations were within the spirit of the plan. The emergency management directors may call a meeting of town response personnel in order to adjust the plan to reflect emergency actions or recommend changes in procedure to improve effectiveness.

This plan will be revised whenever any significant change occurs, or if there is a proposal received that will enhance the Town's emergency response capability.

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AUTHORITIES AND REFERENCES

TOWN RESOLUTIONS

- Town Resolution: National Incident Management System (NIMS) compliance August 9, 2006.
- Town Resolution: Emergency Plan adopted by Town Board Date??? (Resolution #)

NEW YORK STATE STATUTES

All other applicable State Statutes relative to functions performed. Article 2-B of the NYS Executive Law.

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EXERCISES AND TRAINING

EXERCISES:

Exercises should be conducted periodically to determine response time, familiarize the staff members with procedures, determine what deficiencies exist, and what additional training is required.

TRAINING:

It is the responsibility of every town department/agency head to ensure that his or her personnel receive adequate training. Requests for training courses or assistance in training personnel will be coordinated through the emergency management directors.

NIMS Incident Command System IS100 and IS200, IS700, and IS800 should be a foundation for all persons who are responsible for response under this plan. ICS-300 is suggested for the emergency management coordinator.

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