

NIAGARA FALLS POLICE DEPARTMENT GENERAL ORDER

EFFECTIVE DATE: 10/02/2013	SUBJECT: City of Niagara Falls Disaster Plan	Number 341.00 (NYSLEAP O-58-2)
RESCINDS: 07/01/2003		Number of pages 16

I. Purpose:

This plan describes an emergency management program to address man-made or natural disasters. This plan defines and assigns responsibilities for mitigating, preparing for, responding to, and recovering from natural disasters, technological accidents, war, terrorism, or other major incidents.

In the event of disorder within the City of Niagara Falls, the Niagara Falls Police Department, with all its resources shall direct its effort to protecting life and property, restoring law and order, ensuring continuity of government, and returning to normal as soon as possible.

A. Situations:

1. Niagara Falls is located at the western end of New York State and is part of the Buffalo-Niagara metropolitan area. Niagara Falls measures 242 square miles and has a population of 49,722 (2012). It is the largest city in Niagara County and hosts millions of tourists per year and two international bridges, linking the United States with Canada.
2. Niagara Falls is exposed to numerous hazards that may have the potential to disrupt the community, causing damage and creating casualties. Hazards which may occur in the city may include: tornados, severe thunderstorms, floods, earthquakes, winter storms, air crashes, hazardous material incidents, nuclear-biological-chemical attacks, acts of terrorism, power failures, civil disturbances, and other type of events.

B. Assumptions:

1. The Niagara Falls Police Department will implement this Emergency Operations Plan in a timely manner when confronted with a threat or a disaster. If properly implemented, this plan can mitigate disaster related losses.
2. Niagara Falls city government will maintain continuity and survive any emergency or disaster.
3. The resources of the department will essentially be undamaged by the events requiring activation of this plan. Those available resources will be used for: life safety issues, incident stabilization, conservation of property, and environmental issues.
4. While it is likely that outside assistance would be available in most large-scale disaster situations affecting Niagara Falls and while plans have been developed to facilitate coordination of this assistance, it is necessary for the Niagara Falls Police Department to plan for and be prepared to carry out disaster response and short-term recovery operations on an independent basis.
5. Surrounding communities may request resources from the Niagara Falls Police Department in the event of a major disaster.

C. Concept of Operations:

1. The Niagara Falls Police Department has the primary responsibility for emergency management activities within the city limits. Other levels of government may provide resources that are not available at the local level.
2. When the emergency exceeds the local government's capability to respond, assistance will be requested from the New York State government. The Federal government provides assistance to the state as necessitated by the nature and scale of the emergency.
3. This plan recognizes the concept that emergency functions for agencies or entities involved in emergency management generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases.

4. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of the emergency. Efforts that would normally be required for those functions will be redirected to accomplish the emergency task by the agency concerned.
5. A comprehensive emergency management plan is concerned with all types of hazards that could occur in the community. It must address actions that are required before, during, and after a disaster.

D. Phases of Management:

1. Mitigation:

Mitigation activities are those that eliminate or reduce the probability of a disaster occurring. It also includes those long-term actions that lessen the undesirable effects of unavoidable hazards.

2. Preparedness:

Preparedness actions serve to develop the response capabilities needed in the event an emergency should arise. Planning, training, and exercises are among the activities conducted under this phase.

3. Response:

Response is the actual providing of emergency services during a crisis. These actions help to reduce casualties and damage, and speed recovery. Response activities include warning, evacuation, rescue, and similar operations.

4. Recovery:

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and to provide the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs. Examples of recovery actions include restoration of non-vital government services and reconstruction in damaged areas. The recovery period offers an opportune time to institute mitigation measures, particularly those related to the recent disaster.

E. Inter-jurisdictional Relationships:

1. Niagara County:

The Niagara County Office of Emergency Management is active at all times. In case of a major emergency, the County plays an important role providing direct support to Niagara Falls and serving as a channel for obtaining and providing resources from within the county.

2. State of New York:

The State of New York organization is active at all times. In case of a major emergency, the State plays an important role providing direct support to Niagara Falls and in serving as a channel for obtaining and providing resources from within or outside the state.

F. Direction and Control:

1. The Mayor and City Council of the City of Niagara Falls are the governing body and have overall responsibility for resolving critical incidents and safeguarding lives and property within the confines of Niagara Falls.

2. The City Administrator of Niagara Falls represents the governing body and has direct supervision over all City employees and City owned equipment. The City Administrator, working in concert with the Niagara County Office of Emergency Management, shall coordinate the City's emergency response to any situation.

3. City officials and their subordinates have operational responsibility in resolving a critical incident. Resolution may require certain employees to work extended hours and or share/assign equipment when necessary.

4. There are many cities, towns and villages adjacent to or near Niagara Falls' boundaries. Each of these municipalities is separate and unique and should exercise full authority over emergency operations within their jurisdiction. Niagara Falls may call upon these municipalities or may be called upon by those municipalities for specific assistance in accordance with our mutual aid agreements.

G. Continuity of Government:

1. Preservation of Records:

Niagara Falls Police Department's records and documents are essential and shall be preserved. It is the responsibility of the Administrative Captain and each Division Commander therein to preserve the important records and take measures to ensure their reconstitution, if necessary.

II. Law Enforcement Response:

The purpose of this section is to establish procedures for an effective law enforcement response to a disaster. The Niagara Falls Police Department will coordinate with other support City departments as well as other entities to resolve law enforcement problems in overwhelming situations.

A. Situations:

1. Natural, technological and terrorism events may occur in Niagara Falls.
2. The availability of police equipment and personnel is essential in overcoming various situations within this jurisdiction.
3. The Niagara Falls Police Department must respond to disasters or large-scale emergencies with the least disruption to existing normal services that are provided.
4. The Niagara Falls Police Department may be called upon to fulfill mutual aid assistance to other jurisdictions.

B. Assumptions:

1. Most police operations can be effectively handled by the Niagara Falls Police Department or through mutual aid agreements.
2. When additional support is required, assistance can be obtained from County, State and Federal agencies.

C. Concept of Operations:

1. The Niagara Falls Police Department has responsibilities in daily operations as well as disaster operations.
2. The Police Department provides police services on a continuous basis. Equipment and personnel are maintained in a continuous state of readiness. In addition, police personnel are trained in tactical operations, civil disobedience response, hostage negotiations, and other responsibilities.

D. Phases of Management:

1. Mitigation:
 - a. Maintain a criminal intelligence program.
 - b. Review and update departmental standard operating procedures.
 - c. Conduct police safety, crime prevention programs.
 - d. Establish mutual aid agreements with other law enforcement agencies.
 - e. Conduct and participate in functional exercises for readiness.
2. Preparedness:
 - a. Conduct patrols within the City.
 - b. Assist citizens in Awareness Programs.
 - c. Provide continuous training for personnel in patrol tactics, crime suppression and other police responsibilities.
 - d. Maintain and upgrade communications and notifications procedures and equipment.
3. Response:
 - a. Provide police response when necessary.

- b. Arrest as necessary.
 - c. Activate special teams and units as necessary.
 - d. Assist in damage assessment.
 - e. Perform other tasks as deemed necessary.
4. Recovery
- a. Patrol/guard impacted areas.
 - b. Maintain law and order.
 - c. Inventory equipment and replace losses.
 - d. Assist the citizens as necessary for recovery.
 - e. Provide reports.
- E. Police Department Tasks and Responsibilities:
- 1. Maintain law and order.
 - 2. Traffic control.
 - 3. Handle barricaded subjects.
 - 4. Resolve civil disturbances.
 - 5. Maintain control of restricted areas.
 - 6. Maintain protection of vital installations.
 - 7. Maintain damage assessment support.
 - 8. Set perimeters.
 - 9. Liaison/coordination with other departments.
 - 10. Issue passes/permits.

11. Evacuation support.
 12. Public information support.
 13. Shelter support.
 14. Joint Operations Center.
 15. Protect crime scenes.
 16. Provide communications support.
 17. Provide support in maintaining current internal personnel notification and or recall rosters and appropriate recall/notification procedures.
 18. Provide support in negotiating, coordination and preparing mutual aid agreements.
 19. Provide support in cleanup and recovery operations following disasters.
 20. Provide support in training/coordinating volunteers to perform/assist in critical incidents.
 21. Provide support in maintaining a current inventory of all government and private emergency response resources. (Personnel, equipment and supplies)
 22. Assist in decontamination.
 23. Perform other tasks as necessary.
 24. Document all actions.
- F. Supporting departments/agencies/entities will assist the Police Department as necessary with personnel and or equipment as dictated by the emergency.

III. Direction and Control:

- A. The Superintendent of Police shall be responsible for directing the primary activities of the Department in its assigned and assumed duties.

- B. The Police Incident Commander's designee shall be responsible for directing the secondary/supporting activities by other departments.
 - C. Direction and Control for any disaster operation should be centralized. The designated liaison police official shall work in the City's Joint Operations Center. This official will act as a coordinator for use of the Police Department's assets and interface with other departments or entities.
 - 1. The NFPD Emergency Operation Center is located in the basement of Police Headquarters, 1925 Main Street. It is fully outfitted for emergency use and may be used as the City's Joint Operations Center in any such emergency situation.
- IV. Communications:
- A. The purpose of this function is to ensure maximum utilization of available resources to meet citywide communications requirements during all phases of a disaster.
 - B. Situations:
 - 1. Various hazards at times may disrupt normal communications within the City.
 - 2. The availability of emergency and back up communications is essential to all phases of emergency management.
 - 3. To avoid duplication of effort and ensure proper utilization of city resources, a centralized communications center is necessary for message handling and coordination functions.
 - 4. The 911 Communications Center of Niagara Falls is currently the center for message and coordination functions for emergency services.
 - C. Assumptions:
 - 1. All communications systems in Niagara Falls will be operational except within the disaster area where communications may not exist.

2. All communications links with city departments as well as the County and State Emergency Management will be operational.
3. Communications to and within the disaster area may require re-establishment or augmentation to provide communications for the City, State and Federal disaster relief operations.
4. Support agencies and entities will have the capability to assist Niagara Falls should all lines of communication be disrupted.

D. Concept of Operations

Federal, State, and local governments; private sector organizations; amateur radio operators; and voluntary disaster response and recovery organizations operate a number of communication systems on a routine basis. This capability includes:

- National Warning System (N.A.W.A.S.)
- HF, VHF, UHF and 800 MHZ radio systems
- Public switch telephones network systems
- Private telephone systems
- Cellular telephones
- Government Emergency Telecommunication System (G.E.T.S.)
- Internet
- E-mail
- Paging services
- Data transmission
- Local cable television override systems
- N.O.A.A. Weather Radio
- N.O.A.A. Weather Wire Services
- Satellite uplink and downlink
- New York State Police Information Network

Through voluntary cooperation, commercial broadcast outlets participate in the Emergency Alert System (EAS). As the scope of a potential disaster changes, these communication resources shall be integrated into the total Emergency Management Communications System. The focus for such integration and coordination shall be the City Communication Center.

State and Federal Plans are designed to assure the provision of telecommunications support to response efforts following a declared disaster. That support includes government furnished and commercially

leased telecommunications equipment under authority of federal law and regulations.

In the event of a total systems failure of 911 communications, responsibility for this function will be transferred to Niagara County 911 site.

Private sector telecommunications providers will operate in accordance with the National Telecommunications Support Plan (NTSP) during disasters.

At disaster sites, the Incident Commander shall have primary responsibility for communication site selection and parking control. City communication vehicles should be parked in close proximity to each other to enhance cooperation and coordination in exchanging information and resolving problems. Security of the site is essential. Controlled ingress and egress should be maintained at all times.

E. Organization and Assignment Responsibilities:

1. General:

The City communications system includes all communications resources under the direction and control of the City Administrator. Normally, these resources are applied to the missions of specific City departments. During emergency situations, the Communications Division and the Niagara County Office of Emergency Management will assist in coordinating the use of those systems to support emergency management functions. Overall responsibility of the 911 Center rests with the Superintendent of Police with secondary support provided by other City departments and volunteer organizations.

2. Assignment and Responsibilities:

- a. The 911 Communications Center shall operate the appropriate law enforcement radio networks on a 24-hour basis. The Communications Center also has other radio/communication capabilities and shall coordinate and manage those capabilities as necessary.
- b. The Communications Center will coordinate with State and Federal agencies as well as cooperative organizations to determine equipment and personnel capabilities and

requirements for Emergency Operation Center functions.

- c. Develop procedures relating to E.O.C. communications, operations, verifications and message handling.
- d. Utilize liaison officers as necessary to link communication lines.
- e. Maintain a list of communication capabilities for the State Emergency Operating Center.
- f. The Communications Division will staff personnel as necessary
- g. Should Niagara Falls experience a loss of telephone service, the Communications Center will assign a police officer to each fire station and elementary school. Citizens shall be instructed to report any emergencies in this manner.
- h. Document all actions

3. The Communications Center will fall under the scope and responsibility of the Superintendent of Police. The highest-ranking supervisor in the Communications Center will direct and control the unit as necessary.

V. Warning of Residents:

This section will identify those systems currently available to warn Niagara Falls residents of impending danger. Warning the citizens will take place as efficiently, effectively and, consistently as possible.

A. Situations:

1. There have been numerous instances wherein the citizens have been warned of impending danger.
2. Some of the warnings for the City have had media involvement.
3. There will always be a need to warn in Niagara Falls.

4. The current warning system will not reach or alert all of our citizens.
5. The Police Department is responsible for warning.
6. The current warning consists of one or more of the following:
 - a. Television
 - b. Radio
 - c. Outdoor sirens
 - d. Weather radio
 - e. Vehicle P.A. systems
 - f. Door to door
 - g. Mobile phone
 - h. Hyper Reach System through Niagara County Sheriff's Department (See NFPD G.O. 340.00).

B. Assumptions;

1. All warning venues will be working
2. An attempt will be made to warn all of Niagara Falls of impending danger.
3. One or more types of venue will be used to accomplish a warning.
4. Not all of Niagara Falls will be involved in an event; however, all of Niagara Falls should be notified of the event.
5. The City should warn or notify for the following:
 - a. Hazmat event
 - b. Railroad accident
 - c. Air crash
 - d. Active shooter
 - e. Bomb threat
 - f. Act of terrorism
 - g. Tornado
 - h. Flooding
 - h. Ice Storm/Winter Storm

6. This annex assumes that resources, personnel and equipment would be left intact to respond to a large-scale warning. Should that not be the case, State and Federal components may be utilized.

C. Concept of Operations:

1. General:

- a. Warnings may take place any time.

2. Police Department:

- a. The Police Department is responsible for warning.

3. Niagara County Office of Emergency Management:

- a. Emergency Management will coordinate warnings as necessary with all involved Departments/Entities.

4. Fire Department:

- a. Fire will support the warning efforts as necessary.

5. Public Works:

- a. Public Works will support the efforts as necessary.

VI. Evacuations:

This section covers large-scale evacuations in Niagara Falls. There may be instances in which a significant portion of Niagara Falls residents may have to be displaced from their home and or business.

A. Situations:

1. There is a history of evacuations, mostly small scale, wherein citizens of Niagara Falls have been evacuated due to natural disaster, fire or police actions.
2. There are numerous avenues of ingress and egress into the City.

3. There are several media venues in the Buffalo-Niagara region that would be invaluable in a large-scale evacuation.
 4. Niagara Falls has a cross section of its population that is:
 - a. Non-English speaking
 - b. Bedridden
 - c. Wheel chaired
 - d. Hospitalized
 - e. Elderly
 - f. Blind
 - g. Deaf
 - h. Young children
 5. The NFPD has an Emergency Response Team that can be quickly assembled and rapidly deployed in emergencies as needed.
 6. Niagara Falls will more than likely face future natural, man-made and technological disasters or mishaps.
- B. Assumptions:
1. The entire City will probably never have to be evacuated.
 2. There will continue to be fire or police actions that will mandate a small area evacuation. Some of these actions could include:
 - a. Fire
 - b. Hazmat Event
 - c. Railroad Accident
 - d. Air Crash
 - e. Active Shooter
 - f. Barricaded Suspect
 - g. Bomb Threat
 - h. Act of Terrorism
 - i. Flood
 3. This section assumes that resources, personnel and equipment would be left intact to respond to a large-scale evacuation. Should that not be the case, Niagara Falls would have to rely on mutual aid and a delayed response from State and Federal resources and components to respond to such an event.

4. A Victim's Family Assistance Center (VFAC) should be established by the Police Department to track those persons that have been displaced.
- C. Concept of Operations:
1. General:
 - a. Evacuations can take place in either the crisis or consequence management phase of an incident.
 2. Police Department:
 - a. The Police Department will have primary responsibility for evacuations in Niagara Falls.
- D. The Niagara County Office of Emergency Management will coordinate evacuations with other responding departments, agencies and entities as well as the Niagara Falls Police Department. A Joint Operations Center will more than likely be needed.
1. Arrangements must be made to temporarily shelter, feed and care for those persons displaced when possible.
- E. Department of Public Works:
1. The DPW will support the police with traffic control devices when requested.
- F. Niagara Falls School District:
1. The school district buses will support the Police with transporting persons as necessary.
- G. Public Information:
1. The Niagara Falls Police Department will work with the Niagara County Office of Emergency Management in assisting the evacuation efforts by coordinating with media representatives to convey directions, instructions and other information to the citizens involved in the event.