

County of Orange, NY

Recovery Plan

State and Local Fiscal Recovery Funds

2025 Report

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Executive Summary

On January 31, 2020 the Trump administration declared the coronavirus outbreak to be a public health emergency in the United States, setting quarantines of Americans who had recently been to certain parts of China. CDC officials said it was the first quarantine order issued by the federal government in over 50 years. On March 13, 2020 President Trump declared the coronavirus pandemic to be a national emergency. Soon after, guidelines were issued warning Americans to avoid social gatherings of more than 10 people and to limit discretionary travel. This also marked the beginning of the economic downturn as businesses closed and unemployment claims soared as many Americans lost their jobs. The U.S. economy shrank 4.8% in the first quarter of 2020 – its first drop in output since early 2014 and the steepest since late 2008.

The first case of COVID-19 in the State of New York during the pandemic was confirmed on March 1, 2020 and the state quickly became an epicenter of the pandemic. By April 10, New York had more confirmed cases than any country outside the US. The first positive case of COVID-19 was confirmed in the County of Orange on March 10, 2020. As of July 8, 2022 Orange County has had 123,535 confirmed positive cases of COVID-19 and 1,180 known deaths due to COVID-19.

Government response to the pandemic in New York began with a full lockdown from March 2020 to April 2020, followed by a four-phase reopening plan by region from April 2020 to July 2020. At the start of the pandemic, the focus for the County of Orange was on procuring scarce items such as personal protective equipment (PPE) and ventilators for its' local partners including hospitals, clinics, FQHC's, first responders, non-profit organizations, homeless shelters, nursing homes and local school districts to prevent and address the spread of COVID-19. As the pandemic progressed, the County's public health and emergency services were consumed with facilitating testing, contact tracing, isolation and quarantine orders, public communications, issuance and enforcement of health orders, and the development and execution of a comprehensive vaccination program.

In responding to the public health emergency and its negative economic impacts, the County of Orange has seen substantial increases in costs to provide critical government services amid substantial declines in revenue due to the economic downturn and closure of many businesses. As a result of the substantial deficits in major revenues and the unforeseen substantial increased cost to deliver government services directly related to the COVID-19 pandemic, the County of Orange has developed a strategic plan to utilize the funding from the American Rescue Plan in the following ways:

1. Support urgent COVID-19 response efforts to continue to decrease spread of the virus and bring the pandemic under control.
2. Replace lost revenue for the County of Orange to strengthen vital public services infrastructure and support recruitment and retention of the public sector workforce.

Uses of Funds

Support Public Health Expenditures (EC 1)

In effort to minimize any potential flare-ups and allow individuals to be informed of their own COVID-19 status, the County had allocated \$10,000,000 of ARPA funding to COVID-19 testing. These tests were distributed at various County locations by County personnel to the general public. To allow the County to be flexible and decisive in responding to the public health emergency, the initial amount approved for this project was anticipated to last through the life of the grant and be used during periods of increased COVID-19 spread. The County continues to monitor for flare ups of COVID-19 but has reduced the amount allocated from \$10,000,000 to \$670,423.

The County has determined that at this stage of the COVID-19 public health emergency, the need for the County to continue to provide personal protective equipment has diminished substantially. As a result, the County has reduced the amount budgeted for this activity from \$6,000,000 to \$6,815.

Replace Lost Public Sector Revenue (EC 6)

For the years ended December 31, 2021 and 2020, the County of Orange suffered a loss in revenue based on the U.S. Department of the Treasury's guidance of \$74,196,578 and \$8,568,640, respectively, as a result of the COVID-19 public health emergency. The County intends to utilize funding from the American Rescue Plan Act for the provision of government services including operational expenses directly related to COVID-19, modernization of cybersecurity, the restoration and retention of public sector workforce, mental health training, engineering services, and pay-go building of infrastructure.

As of the date of this report, the County has planned the following projects related to the provision of government services:

- Similar to other governmental entities, the County has had difficulty filling vacant positions as aging employees retire and younger employees are lured to the private sector. In an effort to restore the public sector workforce to pre-pandemic levels, the County has budgeted \$18,594,474 for use in employee salaries, recruitment of new personnel, and retention of employees through enhanced overtime benefits.
- As the population of Orange County continues to increase and excess deaths occur as a result of various public health emergencies, it is anticipated that the Medical Examiner's Office will continue to see autopsy and case investigations increase through 2025. The current facility is having difficulty accommodating the current workload and is not indicative of the type of space required for such a sensitive workspace. As a response, the County has allocated \$20,741,093 to be used for the construction of an updated and expanded facility.

The current Orange County Medical Examiner's Office operations are spread across five different county structures, with administrative offices located in the basement of the Emergency Services Center, the autopsy room is located in a temporary modular structure off of an access road, a biohazard waste area is located in a separate shipping container near the autopsy room, an overflow body storage cooler is located in a

separate refrigerated tractor trailer, and an additional transportable morgue trailer for mass casualty and overflow storage is located adjacent to the Emergency Services Center.

The new facility will condense these operations to one facility and include a number of upgrades, including providing adequate storage and workspace for the autopsy procedures as well as providing space for observation of necessary staff members, allow for private administrative space with the necessary amounts of storage for records, provide an area where information and support can be provided to loved ones, provide for necessary safety, security, and technology upgrades, as well as provide for accommodation for the areas religious sects.

- Since the start of the pandemic, the County's Mental Health Department has noted increased reporting of mental health episodes within the general public. In an effort to respond to these episodes, the County is utilizing \$100,000 to train Mental Health Department and local law enforcement agencies in the use of proper mental health assessments to those in crisis in an effort to maximize de-escalation techniques. Additionally, the County will utilize \$149,520 to establish the "Think Differently" campaign to advertise the County's Mental Health Department services.
- Over the years, the County has incrementally established security protocols at various County-owned buildings. The current system is not integrated between the buildings or the County's emergency operations. The County has allocated \$7,577,258 to procure and install a County-wide security system that will centralize monitoring and integrate with the County's emergency operations.
- As a result of the COVID-19 public health emergency, many County employees were required to perform their usual duties at an offsite location. This has been a burden to the County's existing IT infrastructure and increased the risk of various cyber security concerns. To upgrade the County's IT infrastructure to adjust to this new reality, the County has allocated \$4,339,040 in ARPA funding to purchase new hardware and software, as well as the purchase of cybersecurity insurance.
- The County utilizes a stormwater management system to mitigate flooding on Cromline Creek, which runs through the County. The existing system is inadequate for the desired purpose and is in need of upgrade. The County has allocated \$3,214,148 to improve the stormwater management system, including installation of new pumps, motors, controls, and generators.
- The COVID-19 pandemic and associated lockdowns resulted in substantial increases in use of the County's Parks, including Thomas Bull Memorial Park, which is the County's second largest developed facility and features year-round activities for people of all ages. This facilities water system was determined to be inadequate for this increased use. As a result, the County has determined it necessary to invest in the Park's potable water system. This project allocates \$684,676 to improve that system.
- The local community college, SUNY Orange, which is supported by the County, has a building that is in need of asbestos remediation and roof replacement. As part of their commitment to SUNY Orange, the County has allocated \$4,614,117 to assist with this project.

- The County maintains a County-wide radio network that currently lacks sufficient coverage inside the County's various school buildings. As a result, an officer responding to an emergency within these schools would have difficulty communicating with other emergency response personnel. This project allocates \$6,000,000 to install bidirectional antennas in school buildings to expand radio coverage within those buildings and provide enhanced school safety.
- The County is required to redraw their legislative districts after each national census. The County intends to utilize \$100,000 in revenue replacement funds to hire a consultant to assist in this task.
- The County has two Department of Public Works garages that are in need of replacement (the Newburgh Maintenance Garage) and expansion (the Mt. Hope Garage). The County will utilize \$258,856 in revenue replacement funds to complete the design phase of these projects.
- As a result of financial constraints and limited availability of products during the COVID-19 pandemic, various County departments have been using equipment beyond its standard useful life. The County intends on using \$7,193,147 to replace equipment in the Real Property Department, Veteran's Department, Airport, Department of Public Works, Parks, Sheriff's Department, and County Clerk.
- Due to the current economic environment, the County has had difficulty in certain business operations. In an effort to maintain a dynamic environment, the County has budgeted \$256,000 to perform a salary study to determine if the County's employee compensation packages are attractive and \$139,000 to create a master plan for the County's nursing home.

Promoting Equitable Outcomes

In order to promote equitable outcomes, Orange County Department of Health staff have conducted street outreach, visiting residents where they live, work, and socialize and at events throughout the target cities. The public health staff has worked to expand and strengthen public health messaging regarding the importance of COVID-19 testing, following public health prevention measures, cooperating with contact tracing, and registering for vaccinations. These messages focused on racial and ethnic minority populations who are at highest risk for health disparities, low health literacy and are not being engaged or reached through existing COVID-19 public health messages. Staff worked with the Health Equity Director to conduct short information sessions at various times and locations to engage the target population. These sessions not only focused on COVID-19 mitigation measures but also worked to encourage the development of a primary care provider-patient relationships that were based on communication, understanding and trust. OCDOH used this community engagement to work with CFH to not only increase health literacy pertaining to COVID-19 testing, contact tracing and public health prevention practices and vaccinations, but also to develop strong, comprehensive relationships between health care providers and patients.

In recognition of individuals who are homebound, and do not have access or the ability to attend one of the local vaccine clinics offered by the Orange County Department of Health, those individuals were able to sign up to receive the COVID-19 vaccine. Upon signing up, homebound individuals were contacted to schedule their COVID-19 vaccine appointment at their convenience.

To promote equitable outcomes for those most in need of the ERAP program, the County has identified communities within Orange County that are at or below 30% of Area Median Income (AMI) using data from the most recent census and the NYS Department of Labor. The County provided outreach to those communities by working with our partners within those communities, both non-profit and local government, to ensure that information about the ERAP program, as well as assistance with applications is provided. We also contracted with former Department of Social Services (DSS) and non-profit staff versed in housing assistance and utility arrears programs to assist with outreach. We are working with a local media company to assist us with informing eligible households in the target population about the ERAP, required documentation, and how to access the Application Portal prior to its opening; as well as how to access application assistance within Orange County. The Newburgh Housing Policy Outline presents preliminary suggestions for policy themes, goals, and actions that could potentially shape the City of Newburgh's long-term strategy for meeting local housing needs.

We have used data from the NYS Department of Health to identify communities most impacted by COVID in Orange County. We looked at the 12-month growth in unemployment claims, as well as COVID-19 mortality rates and infection rates per 100,000 people by zip code. The greatest growth in unemployment claims has been in the Monroe area. The City of Newburgh and the greater Newburgh area has had the highest incidents of both infection and mortality in Orange County. This area has a larger percentage of persons of color. The partners that we will work with to ensure access to ERAP are the local government, local school district, and community partners based in the City of Newburgh such as Regional Economic Community Action Program (RECAP), RUPCO, the Newburgh Ministries, the local hospital, medical centers, libraries, Veterans groups, groups that work with undocumented persons, and Office for the Aging. We will maintain a presence at the Newburgh Empire State Poverty Reduction Initiative (ESPRI), which is a monthly meeting attended by agencies and advocates who serve the City of Newburgh. We will give monthly updates and offers of assistance at each meeting.

Community Engagement

Community engagement and involvement in the County of Orange is a critical factor in our pandemic response and recovery efforts. Feedback from constituents, community-based organizations and communities is encouraged and solicited through various formal and informal platforms, including "town hall" sessions led by County management. Since the start of Covid-19 in March of 2020, the County Executive has provided updates via a weekly radio show where constituents may call and discuss any concerns and questions they have, or simply offer feedback or suggestions. The County also has an active Facebook page where the County Executive has been providing daily (or as needed) updates on Covid-19 via recorded video messages. Following the pre-recorded messages, many constituents have submitted comments, questions, or feedback related to the County's response and recovery plan. The County actively monitors this page, collects the feedback provided from both individuals and organizations and responds as appropriate.

Outreach to solicit feedback and provide opportunities for engagement with people with significant barriers to services, including people of color, people with low incomes, limited English proficiency populations, and other traditionally underserved groups is supplemented by the efforts of the Director of Health Equity and the Director of the Orange County Human Rights Commission.

Labor Practices

The County of Orange is committed to protecting and promoting workers' safety and health, wages, and working conditions. County employees are represented by various labor unions and all construction projects that use ARPA funds will be performed in accordance with state and federal guidelines, including the payment of a prevailing wage.

Use of Evidence

The response to the COVID-19 public health emergency is guided by various metrics, including the number of active cases and the number individuals hospitalized within the County, which is summarized in the County's COVID-19 dashboard, accessible at <https://www.orangecountygov.com/2341/COVID-19>. The County Legislature works closely with the County's Department of Health to identify areas of concern (either geographically or demographically) to focus resources.

Performance Report

The County Legislature has established a "task force" of senior County legislators, County management, and outside consultants that meet regularly to discuss project status as well as future projects associated with ARPA. The approved ARPA projects are in various stages, so most performance reporting has revolved around project spending and construction status.

As of the date of this report, the County has not allocated ARPA resources to projects within reporting categories that have mandatory performance indicators or programmatic data.

Project Inventory

Project Name:	COVID Rapid Antigen Test Kits
Funding Amount:	\$670,423
Amount Spent:	\$670,423
Identification Number:	301001.573270
Expenditure Category:	Public Health, COVID-19 Testing
Main Activities of Project:	Purchase and distribution of COVID rapid antigen test kits to residents of the County.
Timeline:	As needed through life of the grant
Delivery Mechanism:	Distributed at various sites throughout the County by County personnel
Intended Outcomes:	Avert a larger spread of COVID-19 by allowing individuals to assess their likelihood of infection.

Project Name:	COVID Response – PPE
Funding Amount:	\$6,815
Amount Spent:	\$6,815
Identification Number:	573870.12.2021
Expenditure Category:	Public Health, Personal Protective Equipment
Main Activities of Project:	Purchase of personal protective equipment for use in direct response to COVID-19. Includes the purchase of masks, gowns, cleaning products, gloves, and other PPE for use in County departments.
Timeline:	As needed through life of the grant
Delivery Mechanism:	Distributed to County personnel
Intended Outcomes:	Avert a larger spread of COVID-19 by limiting contact with public facing County employees.

Project Name:	Consultant Services
Funding Amount:	\$151,500
Amount Spent:	\$130,789
Identification Number:	571870.12.2021
Expenditure Category:	Administrative, Administrative Expenses
Main Activities of Project:	Consulting services for technology, administrative, and compliance functions.
Timeline:	As needed through life of the grant
Delivery Mechanism:	N/A
Intended Outcomes:	Assist the County in accounting for federal funds and complying with federal requirements

Project Name:	Employee Salaries, Recruitment, and Retention
Funding Amount:	\$18,594,474
Amount Spent:	\$18,594,474
Identification Number:	134001
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Salaries for government employees, recruitment incentives, and retention bonuses.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Utilize CSLFRF revenue replacement to fund government operations as well as the recruitment of new employees and retention of existing employees.

Project Name:	Legislative Restricting
Funding Amount:	\$80,015
Amount Spent:	\$80,015
Identification Number:	1080.07
Expenditure Category:	Provision of Government Services
Main Activities of Project:	The County is required to modify the legislative district boundaries after the national census. This project will involve hiring a consultant to assist the County in this process.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Create new legislative district boundaries based on the national census.

Project Name:	CIT Training
Funding Amount:	\$100,000
Amount Spent:	\$100,000
Identification Number:	1080.16
Expenditure Category:	Provision of Government Services
Main Activities of Project:	The County's Department of Mental Health will work with local law enforcement on the training of mental health assessments for de-escalation strategies.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Assist law enforcement in creating de-escalation tactics while encountering individuals going through mental health crisis to avoid the use of force.

Project Name:	Mt. Hope Garage Addition Design
Funding Amount:	\$64,188
Amount Spent:	\$60,092
Identification Number:	1080.15
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Design an addition to the Mt. Hope garage building to allow for additional storage.
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	Completed design phase of the Mt. Hope garage building addition.

Project Name:	Newburgh Maintenance Garage Design
Funding Amount:	\$194,668
Amount Spent:	\$166,221
Identification Number:	1080.14
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Design a replacement for the County's Newburgh Maintenance Garage, which has been in use since 1958.
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	Completed design phase of the Newburgh Maintenance Garage replacement.

Project Name:	Plotters
Funding Amount:	\$95,961
Amount Spent:	\$95,961
Identification Number:	1080.08
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Replace aging mapping equipment used by various departments within the County as well as the general public
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	The County will be able to better serve community mapping needs through the use of updated equipment.

Project Name:	Building Security Upgrades
Funding Amount:	\$7,577,258
Amount Spent:	\$6,043,537
Identification Number:	1080.19
Expenditure Category:	Provision of Government Services
Main Activities of Project:	This project will review, upgrade and install a County-wide security system in all County buildings.
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	Provide enhanced security to County employees and the general public who uses County services.

Project Name:	Veteran's Dump Truck
Funding Amount:	\$73,721
Amount Spent:	\$73,721
Identification Number:	1080.09
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Replace an aging dump truck used for veteran burials.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Better serve the Orange County veteran community through the use of more reliable equipment.

Project Name:	Computer Equipment and Laptops
Funding Amount:	\$4,339,040
Amount Spent:	\$4,339,040
Identification Number:	1080.10
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Upgrade and purchase information technology equipment used by County employees.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	During pandemic lockdowns, certain employees were unable to effectively utilize information technology systems. This project will enhance equipment so that the County's workforce will have the ability to be completely remote.

Project Name:	Airport Equipment
Funding Amount:	\$173,907
Amount Spent:	\$173,907
Identification Number:	1080.11
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Replace aging equipment at the County's airport.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Utilize new, more efficient equipment, to enhance airport services to the general public.

Project Name:	DPW Equipment
Funding Amount:	\$6,335,079
Amount Spent:	\$3,561,157
Identification Number:	1080.12
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Replace aging equipment at the County's Department of Public Works
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	Utilize new equipment to continue to serve the public's infrastructure needs.

Project Name:	DPW Building Equipment
Funding Amount:	\$0
Amount Spent:	\$0
Identification Number:	1080.13
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Replace aging equipment for maintenance of County buildings.
Timeline:	Cancelled
Delivery Mechanism:	N/A
Intended Outcomes:	Utilize new equipment to continue to serve the County's maintenance needs.

Project Name:	Cromline Pump Station Upgrades
Funding Amount:	\$3,214,148
Amount Spent:	\$241,454
Identification Number:	1080.04
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Install new pumps, motors, controls and generators for the Cromline Pump Station.
Timeline:	Expected completion prior to 12/31/2026
Delivery Mechanism:	N/A
Intended Outcomes:	Improve the stormwater management system used to control flooding on Cromline Creek.

Project Name:	Medical Examiner Building
Funding Amount:	\$20,741,093
Amount Spent:	\$20,316,282
Identification Number:	1080.01
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Construct a new medical examiner's building.
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	The current medical examiner's building is inadequate to meet the County's needs. This project's intended outcome is to better serve the general public through use of a modern facility.

Project Name:	Thomas Bull Memorial Park Water Improvements
Funding Amount:	\$684,676
Amount Spent:	\$592,759
Identification Number:	1080.02
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Construct a new potable water system at the County's Thomas Bull Memorial Park.
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	Provide enhanced park experience as a result of the upgraded water system.

Project Name:	County Clerk DMV Mobile Sprinter Van
Funding Amount:	\$178,432
Amount Spent:	\$178,432
Identification Number:	1080.03
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Purchas of a mobile office for the County's Department of Motor Vehicles.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Allow the DMV to access remote areas throughout the County directly and provide expanded services to County residents.

Project Name:	Think Differently
Funding Amount:	\$149,520
Amount Spent:	\$149,520
Identification Number:	1080.13
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Create a program to provide marketing materials to improve access to events for people with all abilities.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Increase awareness of the County's Mental Health Department services.

Project Name:	SUNY Orange
Funding Amount:	\$4,614,117
Amount Spent:	\$4,073,322
Identification Number:	1080.05
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Remediate asbestos and replace roof at the County's community college.
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	Provide upgraded educational facilities for the County's community college students.

Project Name:	Emergency Services School Safety Support System
Funding Amount:	\$6,000,000
Amount Spent:	\$4,280,250
Identification Number:	1080.06
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Install bidirectional antennas in County school buildings.
Timeline:	Expected completion prior to 12/31/2025
Delivery Mechanism:	N/A
Intended Outcomes:	The current radio system does not work inside of school buildings. This project expands the County's radio network to those schools to enhance school safety.

Project Name:	Salary Study
Funding Amount:	\$256,000
Amount Spent:	\$256,000
Identification Number:	1080.20
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Hire a consultant to assist with a salary study to determine the County's wage competitiveness.
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Assist in retention of County employees to ensure competitive wages.

Project Name:	Public Safety Protective Gear
Funding Amount:	\$138,431
Amount Spent:	\$138,431
Identification Number:	1080.21
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Replace old safety equipment for the County's Sheriff Department
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	Current equipment is beyond its useful life, new equipment will provide enhanced safety for personnel.

Project Name:	Valley View Master Plan
Funding Amount:	\$139,000
Amount Spent:	\$131,945
Identification Number:	1080.22
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Hire a consultant to study the County's nursing home needs.
Timeline:	Expected completion prior to 12/31/2025

Delivery Mechanism:	N/A
Intended Outcomes:	Create a framework for future planning to ensure the County's nursing home is a viable option for County residents.

Project Name:	Parks Equipment
Funding Amount:	\$197,616
Amount Spent:	\$197,616
Identification Number:	1080.23
Expenditure Category:	Provision of Government Services
Main Activities of Project:	Purchase equipment for the County's Parks Department
Timeline:	Completed
Delivery Mechanism:	N/A
Intended Outcomes:	The County's current parks equipment is beyond its useful life, new equipment is required to effectively maintain the County's parks and recreation areas.