

# **Town of Marlborough Comprehensive Emergency Management Plan**

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

### **TABLE OF CONTENTS**

#### **Executive Summary**

##### **Section I: General Considerations and Planning Guidelines**

- A. Policy Regarding Comprehensive Emergency Management
- B. Purpose and Objectives of the Plan
- C. Legal Authority
- D. Concept of Operations
- E. Plan Maintenance and Updating

##### **Section II: Risk Reduction**

- A. Town Hazard Mitigation Planning
- B. Identification and Analysis of Potential Hazards
- C. Risk Reduction Policies, Programs and Reports
- D. Emergency Response Capability Assessment
- E. Training of Emergency Personnel
- F. Monitoring of Identified Hazard Areas

Attachment 1: Hazard Analysis Ranking and Ratings -THE TOWN OF MARLBOROUGH WILL UPDATE IN 2023

##### **Section III: Response**

- 1. Response Organization and Assignment of Responsibilities
  - A. Town Supervisor Responsibilities, Powers, and Succession
  - B. The Role of the Emergency Management Coordinator
  - C. Town Emergency Response Organization
- II. Managing Emergency Response

**Town of Marlborough Comprehensive Emergency Management Plan**

- A. Incident Command Post and Emergency Operations Center
  
- B. Notification and Activation
  
  
- C. Assessment and Evaluation
  
- D. Declaration of Local State of Emergency and Promulgation of Local Emergency Orders
  
- E. Public Warning and Emergency Information
  
- F. Restoring Public Services
  
- G. Resource Management
  
- H. Animals
  
- I Standard Operating Guides and Other Supporting Plans

Table 1- ICS Function and Response Activities by Agency

Appendix 1- Instructions for Declaring a State of Emergency and Issuing Emergency Orders

Appendix 2 - State of Emergency Chain of Command

**Section IV: Recovery**

- A. Damage Assessment
- B. Planning for Recovery
- C. Reconstruction
- D. Public Information on Recovery Assistance

Appendix 3 – The 10 Step Emergency Planning Process / Hazard Analysis

# **Town of Marlborough Comprehensive Emergency Management Plan**

## **Executive Summary**

### **Introduction**

This plan results from the recognition on the part of local government and county (state) officials that a comprehensive plan is needed to enhance the Town's ability to mitigate and manage emergency/disaster situations. It was prepared by Town officials, in coordination with the Ulster County Office of Emergency Management, working as a team in a planning effort recommended by the New York State Emergency Management Office. This plan constitutes an integral part of a statewide emergency management program and contributes to its effectiveness. Authority to undertake this effort is provided by both Article 2-B of State Executive Law and New York State Defense Emergency Act.

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

### **Comprehensive Approach**

Dealing with disasters is an ongoing and complex undertaking. Through implementation of risk reduction measures before a disaster or emergency occurs, timely and effective response during an actual occurrence, and provision of both short and long term recovery assistance after the occurrence of a disaster, lives can be saved and property damage minimized.

This process is called Comprehensive Emergency Management to emphasize the interrelationship of activities, functions, and expertise required to deal with emergencies. The National Incident Management System (NIMS) will be used. The plan contains three sections to deal separately with each part of the ongoing process.

### **Management Responsibilities**

The emergency management responsibilities of the Town departments and agencies are outlined in this plan. Assignments are made within the structure of the present Town capability and existing organizational responsibilities. The Town Supervisor is designated to coordinate all emergency management activities of the Town.

The Town of Marlborough intends to use the Incident Command System (ICS) (unified command) to respond to emergencies. ICS is a management tools for the command, control, and coordination of resources and personnel in an emergency.

Town responsibilities are closely related to the responsibility of the county government to manage all phases of an emergency. The Town may be called to assist other local governments in the county in the event that other towns or villages have fully committed their resources and require additional assistance. Ulster County has the responsibility to assist the Town of Marlborough in the event the Town has fully committed its resources, and is still in need of additional assistance. As well, New York State is

### **Town of Marlborough Comprehensive Emergency Management Plan**

obligated to provide assistance to the county after resources have been exhausted and the county requires additional assistance.

This plan describes the centralized direction of requests for assistance and the understanding that the governmental jurisdiction most affected by an emergency is required to involve itself prior to requesting assistance.

#### **Conclusion**

This plan provides general hazard management guidance, using existing organizations, to allow the Town to meet its responsibilities before, during, and after an emergency. The National Incident Management System (NIMS) will be used.

# **Town of Marlborough Comprehensive Emergency Management Plan**

## **Section I**

### **GENERAL CONSIDERATIONS AND PLANNING GUIDELINES**

#### **A. Policy Regarding Comprehensive Emergency Management**

1. A wide variety of emergencies, caused by natural, technological, human-caused, result in loss of life, property and income, and disrupts the normal functions of government, communities and families, and cause human suffering.

2. The Town government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from emergencies in the Town.

3. Under authority of, Article 2-B, Section 23 of the New York State Executive Law, The Town is authorized to develop a Comprehensive Emergency Management Plan to prevent, mitigate, respond to and recover from emergencies and disasters, to meet this responsibility; the Town of Marlborough has developed this Comprehensive Emergency Management Plan.

4. This concept of Comprehensive Emergency Management includes three phases:

- a. Risk Reduction (prevention and mitigation)
- b. Response
- c. Recovery

a. Risk Reduction (prevention and Mitigation):

- Prevention refers to those short or long term activities which eliminate or reduce the number of occurrences of disasters.
- Mitigation refers to all activities which reduce the effects of disasters when they do occur.
- Section II of this Plan, Risk Reduction, describes activities to prevent or minimize the impact of hazards in the Town of Marlborough.

b. Response

- Response operations may start before the emergency materializes, for example, on receipt of advisories that floods, blizzards, or ice storms could impact the jurisdiction. This increased readiness response phase may include such pre-impact

## **Town of Marlborough Comprehensive Emergency Management Plan**

operations as:

- Detecting, monitoring, and assessment of the hazard
- Alerting and warning of endangered populations
- Protective actions for the public
- Allocating/distributing of equipment/resources
- Most response activities follow the immediate impact of an emergency. Generally, they are designed to minimize casualties and protect property to

the extent possible through emergency assistance. They seek to reduce the probability of secondary damage and speed recovery operations.

### **c. Recovery**

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

## **B. Purpose and Objectives of the Plan**

1. This Plan sets forth the basic requirements for managing emergencies in the Town:
2. The objectives of the Plan are:
  - a. To identify, assess and prioritize vulnerabilities to emergencies or disasters and the resources available to prevent or mitigate, respond to, and recover from them.
  - b. To outline short, medium and long range measures to improve the Town's capability to manage hazards.
  - c. To provide that the Town government, in concert with County government, will take appropriate actions to prevent or mitigate effects of hazards and be prepared to respond to and recover from them when an emergency or disaster occurs.
  - d. To provide for the efficient utilization of all available resources during an emergency.
  - e. To provide for the utilization and coordination of County, State, and federal programs to assist disaster victims, and to prioritize the response to needs of the elderly, disabled, and other groups which may be inordinately affected.
  - f. Provide for the utilization and coordination of state and federal programs for recovery from a disaster with attention to the development of mitigative programs.

## **Town of Marlborough Comprehensive Emergency Management Plan**

### **C. Legal Authority**

In this Plan, in whole or in part, may rely upon the following laws for the power necessary for its development and implementation:

1. New York State Executive Law, Article 2-B
2. New York State Defense Emergency Act, as amended
3. Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act

### **D. Concept of Operations**

1. By NYS Law, the primary responsibility for responding to emergencies rests with town Government, and with the Town Supervisor.
2. Town government agencies and the emergency service organizations play an essential role as the first line of defense.
3. In responding to a disaster, the Town is required to utilize its own facilities, equipment, supplies, personnel and resources first.
4. The Town Supervisor has the executive authority for the direction & coordination of disaster
5. The Town Supervisor serves as the front line manager of the Town's emergency management activities.
6. The Town of Marlborough will utilize the Incident Command System (ICS) to manage all emergencies requiring multi-agency response. The Town of Marlborough recommends and encourages all emergency services organizations in the Town to utilize ICS.
7. When Town resources are inadequate, the Town Supervisor may obtain assistance from other political subdivisions and the County government.
8. A request for County assistance will be made to the Ulster County Department of Emergency Services, through the Town Supervisor.
9. The Ulster County Department of Emergency Services Director or designee has the authority to direct and coordinate County disaster operations and may coordinate response to requests for assistance from the local governments.
10. The Ulster County Department of Emergency Services is responsible for coordinating County emergency management activities.
11. The Ulster County Department of Emergency Services Director or designee may

## **Town of Marlborough Comprehensive Emergency Management Plan**

coordinate requests for assistance from other political subdivisions within Ulster County

12. When the disaster is beyond the management capability of Ulster County, the Ulster County Department of Emergency Services Director or designee may request State assistance through the State Emergency Management Office.

13. State assistance is supplemental to local emergency efforts.

14. Direction and control of State risk reduction, response and recovery actions is exercised by New York State Disaster Preparedness Commission (DPC), coordinated by the State Emergency Management Office. The Ulster County Department of Emergency Services will assist the Town, and serve as a liaison to the State.

15. Upon the occurrence of an emergency or disaster clearly beyond the management capability and emergency resources of State and local governments, the Governor may find that federal assistance is required and may request assistance from the President by requesting a declaration of a major disaster or emergency.

### **E. Plan Maintenance and Updating**

1. The Town Board is responsible for maintaining and updating this Plan and will adopt same at its annual organizational meeting.

2. All Town departments and agencies are responsible for annual review of their emergency response role and procedures, and provide any changes to the Town Supervisor by February first each year.

3. The Plan should be reviewed and updated every three years, with revised pages distributed, and/or after any incident requiring implementation of the plan.



# **Town of Marlborough Comprehensive Emergency Management Plan**

## **Section II**

### **RISK REDUCTION**

#### **A. Town Hazard Mitigation Planning**

1. The Town of Marlborough Highway Superintendent has been designated by the Town Supervisor as the central point of contact for hazard mitigation.
2. The Town Supervisor is responsible for coordinating with the County Hazard Mitigation Director in reducing hazards potentially affecting the Town of Marlborough.
3. All Town agencies will participate in risk reduction activities at the direction of the Town Board.

#### **B. Identification and Analysis of Potential Hazards**

1. The Town Supervisor, with the assistance of such other persons as they appropriate, hereinafter known as the Emergency Management Planning Committee, and in coordination with the Ulster County Department of Emergency Services, has and will:
  - a) Identify potential hazards in the Town, and outside of Town boundaries that could affect the Town
  - b) Determine the probable impact each of those hazards could have on people and property
  - c) Delineate the geographic areas affected by potential hazards, plot them on maps, and designate them as hazard areas.
2. Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.

### **Town of Marlborough Comprehensive Emergency Management Plan**

a) To comply with (1) and (2) above, hazards that pose a potential threat shall be identified and analyzed by the Town Emergency Management Planning Committee using the program *TBD*, provided by the New York State Emergency Management Office.

This hazard analysis:

- a) provides a basic method for analyzing and ranking the identified hazards, including identification of geographic areas and populations at risk to specific hazards
- b) establishes priorities for planning for those hazards receiving a high ranking of significance
- c) was conducted in accordance with guidance from the Ulster County Department of Emergency Services, and the New York State Emergency Management Office
- d) after completion, it is to be submitted to the Ulster County Department of Emergency Services.

e) The rating and ranking results of the hazard analysis are found in Attachment # 1.

3. The complete Hazard Analysis results, including computerized maps identifying the location of hazard areas, are located in the Town of Marlborough Planning and Zoning Office, and the Ulster County Department of Emergency Services.

### **C. Risk Reduction Policies, Programs and Reports**

1. Town agencies will coordinate with Ulster County in promoting policies, programs and activities to reduce hazard risks in their area of responsibility and to encourage education and self-sufficiency amongst Town of Marlborough residents.

Examples of the above are:

- a) to encourage the review of zoning ordinances, and building codes to take into account significant hazards in the Town
  - b) promote compliance with and enforcement of existing laws, regulations, and codes that are related to hazard risks, e. g., building and fire codes, flood plain regulations
  - c) encourage Town ( and County and State) Highway Departments to address dangerous conditions on roads used by hazardous materials carriers.
2. The Town Board of Marlborough is responsible for land use management of Town owned land and the review of land use management actions throughout the Town, including:
- a) authorizing Town land use management programs
  - b) developing and adopting comprehensive master plans for community development, zoning ordinances, subdivision regulations and building codes
  - c) coordinating with Ulster County in developing and adopting plans for community development.

3. In all of the above activities, the Town Board will take into account the significant hazards in the

## **Town of Marlborough Comprehensive Emergency Management Plan**

Town of Marlborough.

4. The Town of Marlborough Emergency Management Planning Committee will participate in risk reduction workshops. , and will meet annually to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.
5. A report of proposed hazard reduction activities will be presented to the Town Supervisor and the Ulster County Department of Emergency Services for consideration and funding opportunities.

### **D. Emergency Response Capability Assessment**

1. Periodic assessment of the Town's capability to manage the emergencies that could be caused by the hazards identified in the Town is a critical part of Risk Reduction.
2. The Emergency Management Planning Committee will, every year:
  - a) Assess the Town's current capability for dealing with those significant hazards that have been identified and analyzed, including but not limited to:
    - the likely time of onset of the hazard
    - the impacted populations' preparedness
    - the existence of effective warning systems
    - Town's means to respond to anticipated casualties and damage
3. To assist the Emergency Management Planning Committee in its assessment, the Supervisor in coordination with the Ulster County Department of Emergency Services, with the assistance of the New York State Department of Homeland Security and Emergency Services (DHSES)-Division of Emergency Management, will conduct table-top exercises based upon specific hazards and hazard areas identified by the Committee
4. The Emergency Management Planning Committee will identify emergency response shortfalls and make recommendations for implementing corrective actions to the Town Supervisor, local first responders and any other stakeholders.

### **E. Training of Emergency Personnel**

1. The emergency personnel leadership in coordination with the Town Supervisor, and the Ulster County Department of Emergency Services, have the responsibility to:
  - a) arrange and provide, with the assistance of the New York State Emergency Management Office, NYS DOH Bureau of EMS and the New York State Office of Fire Prevention and Control, the New York State Department of Health, training programs for Town emergency response personnel, including volunteers.
  - b) encourage and support training for town emergencies. Such training programs might:
    - include information on the characteristics of hazards and their consequences and the implementation of emergency response actions including protective measures,

## **Town of Marlborough Comprehensive Emergency Management Plan**

notification procedures, and available resources

- include Incident Command System (ICS) training, focusing on individual roles
- provide emergency personnel with the skills necessary to help reduce or eliminate hazards and increase their response capability
- be provided in crisis situations, that requires additional specialized training and refresher training

c) conduct periodic exercises and drills to evaluate capabilities and preparedness that tests major portion of the elements and responsibilities in the Town Comprehensive Emergency Management Plan and to test readiness of warning and communication equipment.

2. Volunteers participating in emergency services such as fire and rescue operations, ambulance services, first aid and other emergency medical services, American Red Cross, etc., should be trained by these services in accordance with established procedures and standards.

### **F. Monitoring of Identified Hazard Areas**

1. All Town agencies will be cognizant of known hazards in the Town, so that they might detect a hazardous situation in its earliest stages.
2. As a hazard's emergence is detected, this information is to be immediately provided to the Ulster County 9-1-1 Communications Center and disseminated to Town officials per protocol.
3. When appropriate, monitoring stations may be established regarding specific hazard areas where individuals responsible to perform the monitoring tasks can be stationed.

Tiels cooler

## **ATTACHMENT I      HAZARD ANALYSIS RESULTS FOR TOWN OF MARLBOROUGH**

**THE TOWN OF MARLBOROUGH HAZARD ANALYSIS WILL BE UPDATED IN 2023  
RESOLUTION TO FOLLOW**

Section III

# **Town of Marlborough Comprehensive Emergency Management Plan RESPONSE**

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

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

#### **1. The Town Supervisor is ultimately responsible for Town emergency response activities and:**

- a) Controls the use of all Town owned resources and facilities for disaster response**
- b) May declare a local state of emergency in the Town, and may promulgate emergency orders and waive local laws, ordinances, and regulations**
- c) Request assistance from other towns, and Ulster County, when it appears that the incident will escalate beyond the capability of Town resources**
- d) May provide assistance at the request of other local governments both within and outside Ulster County.**

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

- a) The Deputy Town Supervisor will assume the duties and responsibilities until the Supervisor is available.**
- b) Town Supervisor designee will assume the duties and responsibilities until the Town Supervisor or the Deputy Town Supervisor is available.**

### **B. The Role of the Emergency Management Director** *(Town Supervisor)*

#### **1. The Emergency Management Director:**

- a) Maintains and manages the Town Emergency Operations Center**
- b) facilitates coordination between the Town and:**
  - The Incident Commander**
  - Town response agencies**
  - Local governments outside the Town**
  - Ulster County**
  - Private emergency support organizations.**

### **C. The Town Emergency Response Organization**

#### **1. The Incident Command System (ICS)**

- a) The Town of Marlborough endorses the use of the Incident Command System (ICS), as**

## **Town of Marlborough Comprehensive Emergency Management Plan**

developed by the National Interagency Management System (NIMS), and formally adopted by Ulster County, and the State of New York, for emergencies requiring multi-agency response. ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand. ICS should be initiated by the emergency forces first responding to an incident.

b) ICS is organized by functions. There are five:

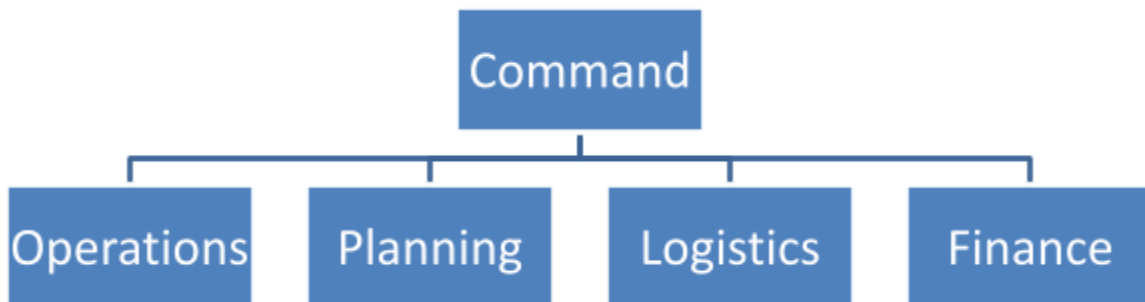
- Command
- Operations
- Planning
- Logistics
- Finance

c) Under ICS, an Incident Commander (IC) has the overall responsibility for the effective on-scene management of the incident, and must ensure that an adequate organization is in place to carry out all emergency functions. The IC directs emergency operations from an Incident Command Post, the only command post at the emergency scene.

d) In minor incidents, the five ICS functions may all be managed directly by the IC. Larger incidents usually require that one or more of the functions be set up as separate sections under the IC.

e) Within the Command function, the IC has additional responsibilities for Safety, Public Information, and Liaison. These activities can be assigned to staff under the IC.

f) An on scene ICS with all five functions organized as sections are depicted as:



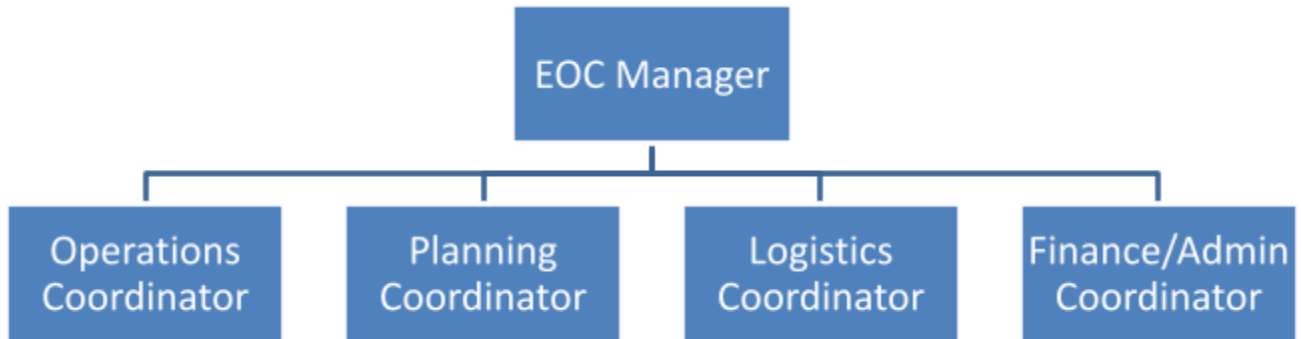
g) During an emergency, Town response personnel must be cognizant of the Incident Command System in place and their role in it. Some Town personnel may be responders to the scene and part of the on-scene ICS structure in a functional or staff role. Other Town personnel may be assigned to the Town Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene.

h) The IC must be fully qualified to manage the incident. As an incident grows in size or becomes more complex a more highly qualified Incident Commander may be assigned by the responsible jurisdiction.

i) A major emergency encompassing large geographic area may have more than one emergency scene. In this situation, separate Incident Commanders may set up command at multiple locations. In this case, an Area Command may be established, and may be instituted or supported by County government.

## Town of Marlborough Comprehensive Emergency Management Plan

- j) Town response personnel operating at the Town EOC will be organized by ICS function, as depicted below and interface with their on-scene counterparts, as appropriate.



- k) Whenever the ICS is established, Town response forces should be assigned to specific ICS functions wherever they are needed including at the scene, at the EOC in a support role, or at an Area Command, if established. See Table I on page 22 for probable ICS functional assignments by agency. Assignments may change as situation dictates or as directed by the EOC Manager.

### 2. Agency Responsibilities

- a. The Town Supervisor shall exercise ultimate responsibility and oversight for emergency response, and shall delegate ICS responsibilities as described in Table 1 page 22, or as special circumstance warrants. The Town Supervisor has designated the Emergency Management Director as the EOC Manager.

TABLE 1- ICS Function and Response Activities by Agency

<b><u>Agency</u></b>	<b><u>ICS Function</u></b>	<b><u>Response Activities</u></b>
Office of Town Supervisor	Chief Executive	Ultimate situation responsibility; Declaration of State of Emergency; Promulgation of Emergency Orders; Approves ALL Public Communications, Activation and Coordination of the EOC; Public Warning
Town Board	Liaison	Liaison and Coordination with governments and organizations
Marlboro PD, UC Sheriff	Operations	Communications, Warning, Law Enforcement
Ambulanz	Operations	Medical Care and Treatment Crisis Counseling

## Town of Marlborough Comprehensive Emergency Management Plan

Milton & Marlboro FD	Operations	Fire Suppression and Control; Search and Rescue; HAZMAT Exposure Control
<ul style="list-style-type: none"> <li>CSX</li> </ul>	Operations	Fire Suppression and Control; Search and Rescue; HAZMAT Exposure Control
Milton & Marlboro FD	Safety	Emergency Worker Protection
Town Highway Dept.	Operations/ Planning	Debris Removal and Disposal; Damage Assessment; Public Services Restoration
Town Building Inspector/ Zoning Enforcement Officer	Operations	Structural Damage Assessment
Assessor's Office	Planning	Property Damage Assessment and documentation of loss value
American Red Cross Salvation Army	Operations	Temporary Housing and Shelter; Emergency Feeding and Clothing
Town Clerk / Bookkeeper	Logistics	Information Systems, Human Resources Recruitment Supply & Procurement Systems
Town Clerk	Finance/Administration	Purchasing; Accounting; Record-keeping

## II. Managing Emergency Response

### A. Incident Command Post and Emergency Operations Center

1. On-scene emergency response operations will be directed and controlled by the Incident Commander from an Incident Command Post located at or near the emergency site. This will be the only command post at the emergency scene. All other facilities at the scene used by agencies for decision-making should not be identified as a command post. A Command Post will be selected by the Incident Commander based upon the logistical needs of the situation and located at a safe distance from the emergency site.

2. The Town EOC will be used to support Incident Command Post activities and to coordinate Town resources and assistance. The EOC can also be used as an Area Command Post when Area Command is instituted. The Town EOC is located at Town Hall, 21 Milton Turnpike, Milton, New York.

a) If a disaster situation renders the EOC inoperable, an auxiliary EOC may be



## **Town of Marlborough Comprehensive Emergency Management Plan**

established at the.

- b) The EOC can provide for the centralized coordination of Town agencies' activities from a secure and functional location.
- c) Depending on the incident size and complexity, the EOC manager may designate a County Liaison. This position will facilitate the coordination between County response agencies and the Town response organization.
- d) Town agencies and other organizations represented at the EOC will be organized according to ICS function and the Town's Emergency Plan Chain of Command (see appendix # 2) under the direction of the EOC Manager.

3. The Town Supervisor is responsible for managing the EOC or auxiliary EOC during emergencies.

### **B. Notification and Activation**

- 1. An initial notification of an emergency situation may originate from the public, police, fire or Town agencies, or from Ulster County, and will usually be received at the Ulster County Emergency Communications Center.
- 2. Upon receiving initial notification of an emergency impacting the Town, the agency which received the notification will contact the Town Supervisor or Deputy Supervisor. If required an emergency will be declared and an appropriate response level determined.
- 3. This initial notification sets into motion the activation of the Town's emergency response personnel. The Ulster County Emergency Communications Center (911 Center) will be contacted to make the appropriate dispatches for fire, EMS, or police agencies.
- 4. First responders' may or may not require additional response personnel, or may request minimal assistance from other response personnel, such as mutual aid between fire districts.
- 5. When the incident is beyond the capabilities of the initial responding agency(s), the Incident Commander will notify the Ulster County 911 Center, and update the response level.
- 6. Each emergency is to be classified into one of three Town Response Levels according to the scope and magnitude of the incident.
  - a) Response Level 1: Limited emergency situation with some threat to life, health, or property, but confined to limited area, usually within the Town, or involving small population.
  - b) Response Level 2: Full emergency situation with major threat to life, health, or property involving large population, County and possibly State involvement.
- 7. Upon notification of an emergency response level, the incident commander, via the Ulster County 911 Center, will request that the Town Supervisor or Deputy Supervisor be notified.
- 8. Town Emergency response personnel will be activated according to the Response Level classification:

## **Town of Marlborough Comprehensive Emergency Management Plan**

- a) For Response Level 1, the Town Supervisor is activated, and augmented by select members of the Town response organization as determined by the Town Supervisor or Deputy Supervisor
- b) For Response Level 2 classification full EOC staffing is achieved as soon as possible. Except for first responders to the scene, assignment of Town response personnel to other locations including the emergency scene will be made through the EOC.

### **C. Assessment and Evaluation**

- 1. As a result of information provided by the EOC Section Coordinators, the Command Section will, as appropriate, in coordination with the on scene Incident Commander:
  - a) analyze the best available data and information on the emergency
  - b) explore alternative actions and consequences
  - c) select and direct specific response actions.

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

- 1. In response to an emergency, or its likelihood, upon a finding that public safety is imperiled, the Town Supervisor or Deputy Supervisor may proclaim a state of emergency pursuant to article 2B, section 24 of the State Executive Law.
- 2. Such a proclamation authorizes the Town Supervisor to deal with the emergency situation with the full executive and legislative powers of Town government.
- 3. This power is realized only through the promulgation of local emergency orders. For example, emergency orders can be issued for actions such as:
  - establishing curfews
  - restrictions on travel
  - evacuation of facilities and areas
  - closing of places of amusement or assembly
- 4. Appendix 1 describes the requirements for proclaiming a State of Emergency and promulgating Emergency Orders.
- 5. Emergency responders have implicit authority and powers to take reasonable immediate action to protect lives and property absent an emergency declaration or emergency orders.

### **E. Public Warning and Emergency Information**

- 1. In order to implement public protective actions there should be a timely, reliable and effective method to warn and inform the public.

## **Town of Marlborough Comprehensive Emergency Management Plan**

2. Activation and implementation of public warning is an Operations section responsibility.

3. Information and warnings to the public that a threatening condition is imminent or exists can be accomplished through the use of the following resources. Though public warning may, in many cases, be implemented solely by on-scene personnel, the use of the systems in (a), (b), and (c) below require strict coordination with the Ulster County Office of Emergency Management.

a) Emergency Alert System (EAS) - formerly known as Emergency Broadcast System (EBS), involves the use of the broadcast media including television and radio to issue emergency warnings examples being NYALERT & IPAWS.

b) NOAA Weather Radio (NWR) - is the "Voice of the National Weather Service" providing continuous 24-hour radio broadcasts of the latest weather information including severe weather warnings directly from the Weather Service office in Albany. NWR will also broadcast non-weather-related emergency warnings. NWR broadcasts on select high-band FM frequencies, not available on normal AM-FM radios. Radios with NWR frequencies, automated alarm capabilities, and Specific Area Message Encoding (SAME) technology are generally available. NWR broadcast signal can be received by County-wide. NWR is also a component of EAS. Emergency broadcasts on the NWR can also be initiated by select County officials.

c) Emergency service vehicles with siren and public address capabilities - Many police and fire vehicles in the Town are equipped with siren and public address capabilities. These vehicles may be available during an emergency for "route alerting" of the public.

d) Door-to-door public warning can be accomplished in some situations by the individual alerting of each residence/business in a particular area. This can be undertaken by any designated group such as, police, fire police, and regular firefighters, visiting each dwelling in the affected area and relating the emergency information to the building occupants. To achieve maximum effectiveness, the individual delivering the warning message should be in official uniform.

4. Town and County officials will advocate, as part of their normal dealing with special institutions such as schools, industries and places of public assembly, that they obtain and use tone-activated receivers/monitors with the capability to receive NOAA Weather Radio (NWR) with SAME reception.

5. The Command Staff position of Public Information Officer may be established. This should be done in coordination with on-scene Unified Incident Command, the EOC Manager, and, if involved, officials from Ulster County.

### **F. Restoring Public Services**

1. The Operations and Planning sections are responsible for ascertaining the emergency's effect on the infrastructure and the resultant impact on public services, and ensuring that restoration of services is accomplished without undue delay.

2. There may be established within the Operations section a Public Infrastructure function, assigned appropriately, to perform the tasks associated with (1) above.

### **Town of Marlborough Comprehensive Emergency Management Plan**

3. During response operations relating to debris clearance and disposal, the Town of Marlborough should act in cognizance of and in cooperation with the Ulster County EOC, if activated

#### **G. Resource Management**

1. The Planning function is responsible for the identification of resources needed to respond to the emergency situation.
2. The Logistics function is responsible for the allocation of additional resources needed to respond to the emergency situation.
2. Resources owned by the Town should be used first in responding to the emergency.
3. All Town-owned resources are under the control of the Town Supervisor during an emergency and can be utilized as necessary.
4. Resources owned by other municipalities can be utilized upon agreement between the requesting and offering government, and should be coordinated through the local EOC unless the Ulster County Emergency Operations Center is activated.
5. Resources owned privately cannot be commandeered or confiscated by government during an emergency. However, purchases and leases of privately owned resources can be expedited during a declared emergency. In addition, it is not uncommon for the private sector to donate certain resources in an emergency.

#### **H. Animal**

1. In the event of emergencies involving the safety and security of animals or public safety related to the presence of animals, advice will be sought from the animal warden to control the situation. Regulations and Guidelines set forth by the Department of health and the Department of Ag and Markets will form the basis of the criteria for animal management and will be used with the guidance of the animal warden.

2. Request Ulster County Animal Response Team (UCART) through Ulster County Department of Emergency Services.

#### **I. The following documents support this portion of the plan and are appended to it:**

Appendix 1 - Instructions for Declaring a State of Emergency and, Issuing Emergency Orders

Appendix 2 - State of Emergency Chain of Command

# **Town of Marlborough Comprehensive Emergency Management Plan**

## **Appendix 1**

### **INSTRUCTIONS for DECLARING A STATE OF EMERGENCY AND ISSUING EMERGENCY ORDERS**

#### **A. Instructions for declaring a local State of Emergency**

1. The Town Supervisor, or a person acting for the Town Supervisor pursuant to this plan, can declare a local State of Emergency for all of, or anywhere in, the Town. The County Executive can declare a State of Emergency for anywhere in Ulster County, including the Town of Marlborough. All City and Village Mayors in the County can declare States of Emergency within their jurisdiction.
2. A local State of Emergency is declared pursuant to article 2B, section 24 of the State Executive Law.
3. It can be declared in response to, or anticipation of, a threat to public safety.
4. A declaration of a local State of Emergency may be verbal or written.
5. If it is verbal, it must be followed with a written format within a reasonable amount of time.
6. The declaration should include the time and date, the reason for the declaration, the area involved, and the expected duration.
7. The written declaration should be kept on file in the Town Clerk's Office, with copies to the Ulster County Clerk and the New York Secretary of State (via the UCEMO).
8. A local State of Emergency must be declared BEFORE Emergency Orders are issued.
9. A local State of Emergency should be formally rescinded when the declaration is no longer needed.
10. Only the Town Supervisor, or person acting for, may rescind a local State of Emergency.
11. Though a rescission may be verbal or written, if the declaration was written, the rescission should also be written.

### **Town of Marlborough Comprehensive Emergency Management Plan**

12. The rescission should include the time and date of the original declaration, the reason for the local State of Emergency, and the time and date the State of Emergency is rescinded. The State of Emergency will be in effect for five (5) days unless rescinded or extended by the Town Supervisor.

13. The written rescission should be kept on file in the Town Clerk's Office with copies to the Ulster County Clerk and the New York Secretary of State (via the UCEMO).

## Town of Marlborough Comprehensive Emergency Management Plan

### B. Sample Declaration of a local State of Emergency

A State of Emergency is hereby declared in \_\_\_\_\_ effective at

(area within the Town or entire Town)

on \_\_\_\_\_

(time)

(date)

This State of Emergency has been declared due to \_\_\_\_\_

\_\_\_\_\_  
(Description of situation)

This situation threatens the public safety.

This State of Emergency will remain in effect until rescinded by a subsequent order.

As the Chief Executive of the Town of Marlborough, I, \_\_\_\_\_

(name of Chief Executive)

exercise the authority given me under section 24 of the New York State Executive Law, to preserve the public safety and hereby render all required and available assistance vital to the security, well-being, and health of the citizens of this Town.

I hereby direct all departments and agencies of the Town of Marlborough to take whatever steps necessary to protect life and property, public infrastructure, and provide such emergency assistance deemed necessary.

\_\_\_\_\_  
(Signature)

\_\_\_\_\_  
(Name)

\_\_\_\_\_  
(title)

\_\_\_\_\_  
(date)

## **Town of Marlborough Comprehensive Emergency Management Plan**

### **C. Instructions for issuing local Emergency Orders**

1. Local Emergency Orders can be issued only if there is a State of Emergency in effect pursuant to article 2B, section 24 of the State Executive Law (see section A. above).
2. Local Emergency Orders can be issued at the Town level only by the Town Supervisor and or a person acting for the Supervisor pursuant to this plan. The County Executive can issue emergency orders for anywhere in Ulster County, including the Town of Marlborough, following the declaration of a local State of Emergency by the County Executive. All Town and Village Mayors in the County can also issue emergency orders for their jurisdiction following the declaration of a local State of Emergency by that same executive.
3. Local Emergency Orders must be written.
4. Local Emergency Orders should include the time and date they take effect, the reason for the declaration, the area involved, and the duration.
5. A Local Emergency Order expires automatically after five (5) days. It can be rescinded before that by its own terms, or by a rescission by the County Executive. It is also automatically rescinded when the State of Emergency is rescinded.
6. The Town Supervisor may extend Local Emergency Orders for periods not to exceed five (5) days each during the State of Emergency.
7. Local Emergency Orders must be published as soon as practicable in a newspaper of general circulation and provided to radio and television media for broadcast.
8. Local Emergency Orders must be executed in triplicate and filed within 72 hours or as soon as practicable in the Office of the Town Clerk, County Clerk, and the Office of the Secretary of State.
9. Local Emergency Orders must be refiled if they are extended.



## Town of Marlborough Comprehensive Emergency Management Plan

### D. Sample Local Emergency Order

Local Emergency Order Evacuating Vulnerable Areas:

I, \_\_\_\_\_, the Town Supervisor of the Town of Marlborough, In accordance with a declaration of a State of Emergency issued on \_\_\_\_\_, 200\_, and pursuant to article 2B, Section 24 of the State Executive Law, hereby order the evacuation of all persons from the following zones: (locales)

Zone 1. \_\_\_\_\_

Zone 2. \_\_\_\_\_

This evacuation is necessary to protect the public from \_\_\_\_\_

\_\_\_\_\_

This order is effective immediately and shall apply until removed by order of the Chief Executive.

Failure to obey this order is a criminal offense.

Signed this \_\_\_\_\_ day of \_\_\_\_\_, 200\_

(date)

(month)

at \_\_\_\_\_ o'clock, in \_\_\_\_\_, New York

(time)

(municipality)

Signed: \_\_\_\_\_ Title: \_\_\_\_\_

Witness: \_\_\_\_\_ Title: \_\_\_\_\_

## **Town of Marlborough Comprehensive Emergency Management Plan**

### **E. Questions and Answers on issuing Local Emergency Orders**

*Can anyone issue a Local Emergency Order?*

No. Only the Chief Executive of a county, city, town or village may issue a Local Emergency Order.

*What can a local Emergency Order include?*

An emergency order can require whatever is necessary to protect life and property or to bring the emergency situation under control as long as what it is within the constitutional powers of county government.

*Can a Local Emergency Order be issued at any time in an emergency?*

No. A Local Emergency Order can be issued only after the Chief Executive declares a local State of Emergency.

*Is it in effect indefinitely?*

No. A Local Emergency Order is effective from the time and in the manner prescribed in the order. It terminates 5 days after issuance, or by rescission by the Chief Executive, or a declaration by the Chief Executive that the State of Emergency no longer exists, whichever occurs sooner.

*Can an order be modified once it's issued?*

Yes. A Local Emergency Order may be amended, modified, or rescinded at any time by the Executive during the State of Emergency.

*Can a Local Emergency Order be extended beyond five days?*

Yes. The Chief Executive may extend an order for additional periods up to 5 days each during the local State of Emergency. Each extension must be refiled.

*Must the media be informed?*

Yes. The Local Emergency Order must be published as soon as practicable in a newspaper of general circulation in the area affected by the order. It should be published under the paid legal advertisement section. It must also be provided to radio and television media for broadcast.

*Can a citizen who disobeys an emergency order be arrested?*

Yes. Any person who knowingly violates any Local Emergency Order of a Chief Executive issued pursuant to article 2B, Section 24 of the Executive Law can be found guilty of a class B misdemeanor.

# **Town of Marlborough Comprehensive Emergency Management Plan**

## **Section IV**

### **RECOVERY**

#### **A. Damage Assessment**

1. The Town will participate in and cooperate with Ulster County in damage assessment activities.
2. The Town Emergency Management Coordinator shall coordinate with the Ulster County Emergency Management Office in:
  - a) Developing a Town damage assessment program;
  - b) Coordinating damage assessment activities in the Town during and following an emergency.
  - c) Designating a Town official to coordinate with the Damage Assessment Officer from the County.
  - d) Maintain detailed records of emergency expenditures on standard documentation forms. These forms are available from the County Emergency Manager, through the Town Supervisor.
3. All Town departments and agencies in the Town will cooperate fully with the County Emergency Manager, and participate in damage assessment activities including:
  - a) Pre-emergency:
    - identifying Town agencies, personnel, and resources to assist and support damage assessment activities
    - identifying non-government groups such as non-profit organizations, trade organizations and professional people that could provide damage assessment assistance
    - fostering agreements between Town government and the private sector for technical support
  - b) Emergency:
    - obtaining and maintaining documents, maps, photos and video tapes of damage
    - reviewing procedures and forms for reporting damage to higher levels of government
  - c) Post-emergency:
    - selecting personnel to participate in damage assessment survey teams
    - identifying and prioritizing areas to survey damage
    - completing project worksheets and maintaining records of the worksheets.
4. It is essential that, from the outset of emergency response actions, Town response personnel keep detailed records of expenditures for:
  - labor used

## **Town of Marlborough Comprehensive Emergency Management Plan**

- use of owned equipment
- use of borrowed or rented equipment
- use of materials from existing stock
  
- contracted services for emergency response

5. Damage assessment will be conducted by county and Town government employees, such as Public Works engineers, building inspectors, assessors and NYS Damage Assessment Team. When necessary, non-government personnel from the fields of engineering, construction, insurance; property evaluation and related fields, may supplement the effort.

6. There will be two types of damage assessment: Public Assistance (PA)(damage to public property and the infrastructure) and Individual assistance (IA) teams (impact on individuals and families, agriculture, private sector).

7. Town damage assessment information will be reported to the Ulster County Department of Emergency Services.

8. All assessment activities in the disaster area will be coordinated with the on-site Incident Commander (when appropriate) and the Town EOC.

9. The Town Official designated to coordinate with the County Emergency Manager, will provide the following information to complete the Damage Assessment Report:

- destroyed property
- property sustaining major damage
- property sustaining minor damage, for the following categories:
  - a) damage to private property in dollar loss to the extent not covered by insurance:
    - homes
    - businesses
    - industries
    - utilities
    - hospitals, institutions and private schools
  - b) damage to public property in dollar loss to the extent not covered by insurance
    - road systems
    - bridges
    - water control facilities such as dikes, levees, channels
    - public buildings, equipment, and vehicles
    - publicly-owned utilities
    - parks and recreational facilities
  - c) damage to agriculture in dollar loss to the extent not covered by insurance:

## **Town of Marlborough Comprehensive Emergency Management Plan**

- farm buildings
- machinery and equipment
- crop losses
- livestock

d) cost in dollar value will be calculated for individual assistance in the areas of mass care, housing, and individual family grants.

e) community services provided beyond normal needs

f) debris clearance and protective measures taken such as pumping, sand-bagging, construction of warning signs & barricades, emergency levees, etc.

g) financing overtime and labor required for emergency operations.

10. This report will be submitted to the Ulster County Department of Emergency Services, and is required for establishing the eligibility for any State and/or federal assistance.

Forms for collecting this information are contained in NYDHSES Recovery Office *Public Assistance Handbook of Policies and Guidelines for Applicants, pertaining to the storm and is* obtainable from the Ulster County Department of Emergency Services or the NYS Recovery website, <https://www.dhSES.ny.gov/disaster-recovery>

1. The local municipality will in coordination with the Ulster County Department of Emergency Services be the authorized agent in disaster assistance applications with State and Federal government.

2. The Town Supervisor will serve as the Town's authorized agent, and work in concert with the County Department of Emergency Services Director or designee to:

- a) Attend public assistance applicant briefing conducted by Federal and State Emergency officials.
- b) Review NYS DHSES Recovery Public Assistance Handbook of Policies and Guidelines for Applicants.
- c) Obtain from the Damage Assessment Officer maps showing disaster damage locations documented with photographs and video tapes.
- d) Prepare and submit Request for Public Assistance in applying for Federal Disaster assistance
- e) Assign local representative(s) who will accompany the Federal/State Survey Team(s).
- f) Follow up with County's authorized representative and SEMO
- g) Submit Proof of Insurance, if required.
- h) Prepare and submit project listing if small project grant.
- i) Follow eligibility regarding categorical or flexibly funded grant.
- j) Maintain accurate and adequate documentation for costs on each project.

## **Town of Marlborough Comprehensive Emergency Management Plan**

- k) Observe FEMA time limits for project completion.
- l) Request final inspection of completed work or provide appropriate certificates.
- m) Prepare and submit final claim for reimbursement.
- n) Assist in the required state audit.
- o) Consult with governor's authorized representative (GAR) for assistance.
- p) Maintain summary of damage suffered and recovery actions taken.

### **B. Planning for Recovery**

1. Recovery includes community development and redevelopment.
2. Community development is based on a comprehensive community development plan prepared under direction of local planning boards with technical assistance provided by the County Department of Planning.
3. Comprehensive community development plans are officially adopted by local government as the official policy for development of the community.
4. A recovery task force will be developed by Town of Marlborough, and will
  - a) Direct the recovery with the assistance of Town departments and agencies coordinated by the Emergency Management Coordinator.
  - b) Prepare a local recovery and redevelopment plan, if appropriate, unless deemed unnecessary, pursuant to article 2B, section 28-A of the State Executive Law. The recovery and redevelopment plan shall include:
    - Replacement, reconstruction, removal, relocation of damaged/destroyed I infrastructures/buildings
    - Establishment of priorities for emergency repairs to facilities, buildings and infrastructures.
    - Economic recovery and community development.
    - New or amended zoning ordinances, subdivision regulations, building and sanitary codes.
  - c) The Recovery and Redevelopment plan will account for and incorporate to the extent practical, relevant existing plans and policies.
  - d) Prevention and mitigation measures should be incorporated into all recovery planning where possible.
5. Responsibilities for recovery assigned to local governments depend on whether or not a State disaster emergency has been declared pursuant to Article 2-B of the State Executive Law.
  - a) If the governor declares a state disaster emergency, then under Section 28-A the local

## **Town of Marlborough Comprehensive Emergency Management Plan**

governments have the following responsibilities:

- Any county, city, town or village included in a disaster area shall prepare a local recovery and redevelopment plan, unless the legislative body of the municipality shall determine such a plan to be unnecessary or impractical.
- Within 15 days after declaration of a state disaster, any county, city, town or village included in such disaster area, shall report to the State Disaster Preparedness Commission (DPC) through NYS DHSES, whether the preparation of a recovery and redevelopment plan has been started and, if not, the reasons for not preparing the plan.
- Proposed plans shall be presented at a public hearing upon five (5) days notice published in a newspaper of general circulation in the area affected and transmitted to the radio and television media for publications and broadcast.
- The local recovery and redevelopment plan shall be prepared within 45 days after the declaration of a state disaster and shall be transmitted to the DPC. The DPC shall provide its comments on the plan within 10 days after receiving the plan.
- A plan shall be adopted by such county, city, town or village within 10 days after receiving the comments of the DPC.
- The adopted plan shall be the official policy for recovery and redevelopment within the municipality and may be amended at anytime in the same manner as originally prepared, revised and adopted.

### **C. Reconstruction**

1. Reconstruction consists of two phases:
  - a) Phase I-short term reconstruction to return vital life support systems to minimum operating standards;
  - b) Phase 2-long term reconstruction and development which may continue for years after a disaster and will implement the officially adopted plans, policies and programs for redevelopment including risk reduction projects to avoid the conditions which contributed to the disaster and after a disaster and will implement officially adopted plans and policies, including risk reduction projects, to avoid conditions and circumstances that led to the disaster.
2. Long term reconstruction and recovery includes activities such as:
  - a) Scheduling planning for redevelopment
  - b) Analyzing existing State and Federal programs to determine how they may be modified or applied to reconstruction
  - c) Conducting of public meetings and hearings
  - d) Providing temporary housing and facilities
  - e) Public assistance
  - f) Coordinating State/Federal recovery assistance
  - g) Monitoring of reconstruction progress

## **Town of Marlborough Comprehensive Emergency Management Plan**

- h) Preparation of periodic progress reports to be submitted to the Ulster County Emergency Management Office
- 3. Reconstruction operations must conform to existing State/Federal laws and regulations concerning environmental impact.
- 4. Reconstruction operations in and around designated historical sites must conform to existing State and FEMA guidelines.

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

- 1. Public Information Officers are responsible for making arrangements with the broadcast media and press to obtain their cooperation in adequately reporting to the public on:
  - a) What kind of emergency assistance is available to the public.
  - b) Who provides the assistance.
  - c) Who is eligible for assistance.
  - d) What kinds of records are needed to document items which are damaged or destroyed by the disaster.
  - e) What actions to take to apply for assistance.
  - f) Where to apply for assistance.
- 2. The following types of assistance may be available:
  - a) Food stamps (regular and/or emergency)
  - b) Temporary housing (rental, mobile home, motel)
  - c) Unemployment assistance and job placement (regular and disaster unemployment)
  - d) Veteran's benefits
  - e) Social Security benefits
  - f) Disaster and emergency loans (Small Business Administration, Farmers Home Administration)
  - g) Tax refund
  - h) Individual and family grants
  - i) Legal assistance
- 3. All the above information will be prepared jointly by the federal, State, County, and Town PIOs as appropriate and furnished to the media for reporting to public.



## **The 6 Step Emergency Planning Process**

Step 1: Form a Collaborative Planning Team

Step 2: Understand the Situation.

Step 3: Determine Goals and Objectives.

Step 4: Plan Development.

Step 5: Plan Preparation, Review, & Approval.

Step 6: Plan Implementation and Maintenance

## **Hazard Analysis**

Scope - A hazard that potentially affects a large region may stretch resources beyond their limits.

Frequency - Obviously the hazards that we face the most often should receive serious consideration, but they may also be hazards that we are best prepared to handle.

Impact - In terms of measuring severity, most people gauge an emergency by how many people are injured or killed, and the extent of damage to public and private property.

Onset - Knowing when an event is to occur is priceless. Even with minimal preplanning, there is almost always time to catch up with last minute planning if sufficient warning is available.

Duration - This is another category that can stretch a community's resources beyond their limits.

