



Stillwater, New York
County of Saratoga

**COMPREHENSIVE
EMERGENCY
MANAGEMENT PLAN**

2012 UPDATE

Original Plan 2005

Stillwater Community Emergency Management Plan

EXECUTIVE SUMMARY

Introduction

This plan is the result of the recognition by both the Town and Village of Stillwater that a comprehensive plan is needed to enhance and guide the community's ability to prepare, respond and recover from emergency or disaster events. This plan is prepared jointly with members of the volunteer Emergency Management Committee in coordination with Saratoga County and the State Office of Emergency Management. The 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 Executive Law Article 2-b and the New York State Defense Emergency Act.

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

Comprehensive Approach

Dealing with disasters is an ongoing and complex undertaking. Through implementation of risk reduction measures, timely and effective response and provisions for both short and long term recovery activities, lives can be saved and property damage minimized.

This process is called Comprehensive Emergency Management to emphasize the interrelationship of activities, functions and expertise necessary to deal with emergencies. The plan is comprised of three sections to address each part of the ongoing process.

Management Responsibilities

Local government department and agency emergency management responsibilities are outlined in this plan. Assignments are made within the framework provided by the Incident Command System, National Incident Management System and executed by local government officials, the Emergency Management Committee and a variety of community participants. The Emergency Management Coordinator is designated to coordinate all emergency management activities in a Unified Command structure with the Town and Village of Stillwater.

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SECTION I GENERAL CONSIDERATIONS AND PLANNING GUIDELINES

A. Policy Regarding Comprehensive Emergency Management

1. A variety of emergencies, caused by nature or technology may result in a loss of life, property and income, and may disrupt the normal functions of government, communities and families, and cause human suffering.
2. The local governments must provide leadership and direction to prepare for, mitigate, respond to, and recover from emergencies in the Community of Stillwater.
3. Under authority of Section 23 of the New York State Executive Law, local governments are authorized to develop a Comprehensive Emergency Management Plan to prepare, mitigate, respond to and recover from emergencies and disasters. To meet this responsibility, the Town and Village of Stillwater has jointly developed this Comprehensive Emergency Management Plan.
4. Comprehensive Emergency Management includes three phases:
 - a) Preparedness, including mitigation, risk reduction and prevention activities
 - b) Response
 - c) Recovery
5. Preparedness
 - a) Preparedness refers to those activities that are taken to prepare for a response to emergencies or disasters, including training, capability assessment, and planning and risk reduction.
 - 1) Prevention refers to those short or long term activities which eliminate or reduce the number of occurrences of disasters.
 - 2) Mitigation refers to all activities which reduce the effects of disasters when they do occur.
6. Response
 - a) Response activities may start before the emergency materializes, for example, on receipt of advisories that floods, blizzards, or ice storms could impact the community. This increased readiness response phase may include such pre-impact operations as:
 - Detecting, monitoring, and assessment of the hazard
 - Communication within the emergency management structure
 - Alerting and warning of endangered populations
 - Initiating protective actions for the public
 - Allocating/distributing of equipment/resources

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- b) Response activities may follow the unanticipated impact of an emergency. Generally, they are designed to minimize casualties, conduct recovery operations and protect property to the extent possible through emergency assistance. They seek to reduce the probability of secondary damage and speed recovery operations.

7. Recovery

- a) 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 and should include;
 - A mitigation plan to prevent or mitigate a recurrence of the affects of the emergency
 - The development of an after action report with recommended changes to preparedness, response documented in the the community's CEMP if necessary.

B Purpose and Objectives of the Plan

1. This Plan sets forth the basic requirements for managing emergencies in the Town and Village of Stillwater:
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 Community's capability to manage hazards.
 - c) To provide that the local 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 the needs of the elderly, disabled, low income, and other groups which may be inordinately affected.

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- 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.

C. Legal Authority

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

1. Town of Stillwater, Resolution, passed January 2007
2. New York State Executive Law, Article 2-B, as amended
3. New York State Defense Emergency Act, as amended
4. Federal Robert T. Stafford Disaster Relief and Emergency Assistance Act

D. Concept of Operations

1. The primary responsibility for responding to emergencies rests with local government, and with the Chief Elected Officials.
2. Local government agencies and the emergency service response organizations play an essential role as the first line of defense and are likely the first to respond to an incident.
3. Responding to a disaster, each local jurisdiction is required to utilize its own facilities, equipment, supplies, personnel and resources first, then regional resources, state resources and finally federal resources.
4. The Chief Elected Official has the authority to direct and coordinate disaster operations and should delegate this authority to concentrate on executive duties.
5. The Incident Command System (ICS) shall be utilized to manage all emergencies requiring multi-agency response. The Town and Village of Stillwater recommends and encourages all emergency services organizations to utilize ICS.
6. When resources are inadequate, the Chief Elected Officer or their designee may obtain assistance from other political subdivisions, County government or State government through the County Office of Emergency Management.
7. A request for County assistance will be made to the Saratoga County Emergency Management Office, through the Operational Emergency Management Organization or appointed liaison.

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8. The Chairman of the County Board of Supervisors through the County Emergency Manager has the authority to direct and coordinate County disaster operations, and may coordinate responses for requests for assistance for the local governments.
9. The Saratoga County Emergency Manager may coordinate requests for assistance not only from other political subdivisions within the County, but with other counties in the State.
10. When the disaster is beyond the capability of Saratoga County, the County Emergency Manager may request State assistance through the State Office of Emergency Management (OEM).
11. State assistance is considered supplemental to local emergency efforts.
12. 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 Office of Emergency Management. The Saratoga County Emergency Management Office will assist local jurisdictions, and serve as a liaison to the State.
13. Upon the occurrence of an emergency or disaster clearly beyond the 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 emergency or major disaster.

E Plan Maintenance and Updating

1. The Town Emergency Planning Committee in coordination with the Village of Stillwater and a robust planning team comprised of local citizens, response groups, agencies and community organizations, is responsible for maintaining and updating this Plan.
2. All local government departments and agencies are responsible for annual review of their emergency response role and procedures, and provide any changes to the Town Emergency Planning Committee Chairperson by January 15th of each year.
3. The Plan should be reviewed and updated annually with revisions distributed by February 15th of each year.

Section II PREPAREDNESS ACTIVITIES

A. General Community Preparedness Activities

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1. The Town and Village of Stillwater shall maintain an Emergency Management Planning Committee comprised of liaisons from local government elected officials, local government agencies or departments, community first response agencies, local community based or faith based organizations, schools and members at large.
2. The Community shall maintain a Comprehensive Emergency Management Plan with associated and required annexes, appendices or attachments as required.
3. The Community shall provide a means to efficiently warn its citizens in the event of an emergency or disaster.
4. The Local Governments will provide and support an Emergency Operations Center to coordinate emergency response activities as required.
5. The Emergency Management Planning Committee shall continuously train to develop the skills and knowledge to successfully execute the emergency management plan and provide assistance to the community residents.
6. At every opportunity residents shall be provided with educational material and information relative to emergency actions
7. The Community shall designate, support and maintain a shelter for use by community residents in the event of an evacuation. In addition the Emergency Planning Committee shall assist the managers of the shelter with planning assistance.
8. The Emergency Management Planning Committee shall work with community planning partners to hold at least one exercise annually to either test a portion of the plan or to assess community capabilities.
9. Identify and become familiar with those areas of the community which have the potential to be affected by high risk events.
10. Identify actions that need to be taken to ensure the Continuity of Government and the Continuity of Operations for all local government agencies during a disaster. See that Continuity of Operations plans are in place for all critical units of government.

B. Hazard Mitigation Planning

1. Hazard Mitigation planning efforts shall follow the process of forming a planning team as the initial activity.

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2. The mitigation planning team shall be made up of liaisons from the various Town and Village agencies as agreed upon by the chief elected officials of both communities in addition to the, Emergency Management Planning Committee, community response agencies, members of the community at large and of participating organizations as required.
3. Local hazard mitigation plans are referenced in the appendices of this document but are considered separate documents do to size and complexity.

C. Identification and Analysis of Potential Hazards

1. The Town Emergency Planning Committee, in coordination with the Saratoga County Office of Emergency Management with the guidance of the Planning Section of the NYS Office of Emergency Management, will:
 - a) identify potential hazards in the community, and those outside of the Community's boundaries that may potentially affect the community
 - 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.
3. To comply with (1) and (2) above, hazards that pose a potential threat have been identified and analyzed by the Emergency Management Planning Committee using the program **HAZNY**, provided by the NYS Office of Emergency Management.
4. The Hazard Analysis for the Community of Stillwater shall be attached and referred to as Attachment 3.
5. 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 establishes priorities for planning for those hazards receiving a high ranking of significance

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b) was conducted in accordance with guidance from the New York State Office of Emergency Management.

6. The rating and ranking results of the hazard analysis are found in **Attachment 3**.

D. Risk Reduction Policies, Programs and Reports

1. Community agencies will coordinate with Saratoga County in promoting policies, programs and activities to reduce hazard risks in their area of responsibility

a) Examples of risk reduction activities are:

- to encourage the adoption of community development plans, zoning ordinances, and building codes that are cognizant of and take into account significant hazards in the community
- 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 regulation, stream clearance and storm water management regulations
- assess the risk of all critical infrastructure including transportation and utility
- encourage and participate in stream channel maintenance programs
- encourage local, county and state agencies and public works Departments to address dangerous conditions on roads used by hazardous materials carriers

2. In the Town of Stillwater the Planning and Building Office is responsible for land use management of Town owned land and the review of land use management actions and shall consider the hazards identified in the hazard analysis, when making assessment of land use regulations:

3. The Stillwater Emergency Planning Committee will be given the opportunity to participate in any risk reduction workshops, and will continuously work to identify hazard reduction actions.

E. Emergency Response Capability Assessment

1. Periodic assessment of the Communities capability to manage

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emergencies that could be caused by the risk assessment is a critical part of Risk Reduction.

2. The Emergency Planning Committee will, every three years:
 - a) assess the Community's capability for dealing with those hazards that have been identified and analyzed, including but not limited to:
 - the likely time of onset of the hazard, how quickly it may occur
 - the impacted communities' preparedness levels
 - the existence of effective warning systems
 - the communities' means to respond to anticipated casualties and damage
3. To assist the Emergency Planning Committee in its assessment, the Town Emergency Planning Committee Chairperson, may conduct a table-top exercise based upon specific hazards and hazard areas identified by the analysis.
4. The Emergency Planning Committee will identify capability shortfalls and identify means to reduce or eliminate the shortfalls. Shortfalls are inevitable; once shortfalls are identified plans shall be adjusted to provide contingencies.

E. Training of Emergency Personnel

1. The Stillwater Emergency Planning Committee, in coordination with the Saratoga County Emergency Manager, has the responsibility to:
 - a) Provide training and guidance to planning committee members as to where and what training can be obtained. The minimum training is IS 100 available through on-line offerings from the Emergency Management Institute of FEMA.
 - b) Encourage and support emergency response training for community organization personnel as well as other groups or agencies within the community who would provide assistance.
 - c) Provide training which shall:
 - include information on the characteristics of hazards and their consequences and the implementation of emergency response actions including protective measures, notification procedures, and available resources

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- 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
 - in crisis situations, that may require just in time training, additional specialized training and refresher training
- d) Conduct periodic exercises and drills to evaluate capabilities and preparedness that will test elements and responsibilities of the Comprehensive Emergency Management Plan, community capabilities, and readiness of warning capabilities.
2. Volunteers participating in emergency services such as fire and rescue operations, ambulance services, medical response teams, Red Cross, RACES, Volunteer Agencies Active in Disasters (VOADs), should avail themselves to training in accordance with national standards prescribed by the Department of Homeland Security and FEMA's Emergency Management Institute (EMI).

F. Public Education and Awareness

1. The Stillwater Emergency Management Planning Committee, the Saratoga County Office of Emergency Management, the NYS Office of Emergency and FEMA's Emergency Management Institute provide training opportunities and an abundance of information to the public and the response community on planning, response to and recovery from emergencies and disasters.
2. It is incumbent for all response entities to provide awareness to the public on the existence of hazards in their community and to familiarize them with response actions when threatened.

G. Monitoring of Identified Hazard Areas

1. First response agencies, government agencies, and local citizens are cognizant of known hazards in the Town, and may detect a hazardous situation in its earliest stages.
2. As situations develop information shall be immediately provided to the Saratoga County 9-1-1 Communications Center and disseminated to local government officials per protocol.
 - a) Town of Stillwater Communications Plan ICS 205 is attached and known as Appendix #2. The ICS 205 is a listing of agencies and individuals in the community who are involved with emergency management planning and response activities.

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3. When appropriate, monitoring stations staffed by trained individuals may be established regarding specific hazards. It should be noted that field observers should be relied upon and can be more accurate than mechanical monitoring methods. Field observers shall report findings to the Operations Section Chief and subsequently to the Planning Section Chief for inclusion in the Situation Unit report.
4. Monitoring tasks include detecting the hazard potential and taking measurements or observations of the hazard. Examples of such are rising water levels, toxic exposure levels, slope and ground movement, mass gatherings, the formation and breakup of ice jams, shore erosion, dam conditions, and the National Weather Service's Skywarn program. Monitoring of any hazardous material release or spill may require Technical Specialists in the field of hazardous material monitoring.
5. All community hazard monitoring activity will be coordinated with the Stillwater Emergency Planning Organization and the Saratoga County Emergency Management Office.

Section III RESPONSE

I. Response Organization and Assignment of Responsibilities

A. Chief Elected Official Responsibilities, Powers, and Succession

1. The Chief Elected Official is ultimately responsible for emergency response activities and:
 - a) may assume personal command of the local emergency planning organization if the scope and magnitude of the emergency indicates the necessity of personal management and direction of the response and recovery operations,
 - b) controls the use of all locally owned resources and facilities for disaster response,
 - c) may declare a local state of emergency in the jurisdiction of responsibility, and may promulgate emergency orders and waive local laws, ordinances, and regulations
 - d) may request assistance from other jurisdictions, and Saratoga County, when it appears that the incident will escalate beyond the capability of local resources,
 - e) may provide assistance at the request of other local governments both within and outside Saratoga County.
2. In the event of the immediate unavailability of the Chief Elected Official, the following line of command and succession has been established to ensure continuity of government and the direction of emergency operations:
 - a) In the Town; Deputy Town Supervisor, followed by the Board member charged with liaison with the Emergency Management Committee.
 - b) In the Village, the order of succession is as follows;
 1. Village trustee as designated
 2. Village trustee as designated

B. The Role of the Emergency Management Planning Committee Chairman

1. Facilitates the governance of the Emergency Management Planning Committee on the authority of the Town Board.
 - a) Facilitates the management of the Town Emergency Operations Center and may be assigned the EOC Manager by the chief elected official.

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- b) facilitates coordination of resources of:
- Town agencies
 - Town first response agency resources
 - Resources of Villages located within the Town
 - local government resources outside the Town
 - Saratoga County resources
 - Resources of any emergency support organizations
 - utility providers within the Town

C. The Town Emergency Response Organization

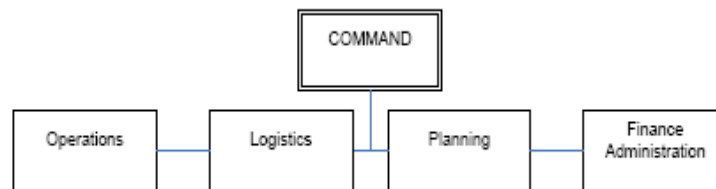
1. The Incident Command System (ICS)
 - a) The Stillwater Community has instituted the use of the Incident Command System (ICS), as developed by the National Interagency Incident Management System (NIIMS) for emergencies requiring multi-agency response. ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand. ICS shall be initiated by the emergency response organization managing any emergency or disaster within the Town and Village of Stillwater.
 - b) There are five primary functions within the ICS organization:
 - Command
 - Operations
 - Planning
 - Logistics
 - Finance
 - c) Under ICS, an Incident Commander (IC) or Unified Command has the overall responsibility for the effective strategic management of the incident, and must ensure that an adequate organization is in place to carry out all emergency functions. Where an EOC has been activated the incident command structure will include the Chief Elected Official (CEO) of the affected jurisdiction(s) and the Emergency Operations Center Manager.
 - d) The Incident Command Structure will manage the event from the Town Emergency Operations Center (EOC). There can be only one EOC although there may be tactical, field, forward, sector or operational command posts who's staff reports to the Operations Section Chief in the EOC.
 - 1) In a minor event where the EOC has not been activated the Chief Elected Official will be in command of the operation and will perform all the functions associated with the ICS structure

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unless otherwise assigned to other individuals.

- 2) In a major event or where the EOC is activated the Chief Elected Official will defer management of the EOC to other capable individuals while the CEO attends to administrative details affecting the overall operation of the affected jurisdiction.
- e) Under the Command function, the IC has the responsibility for Safety, Public Information, and Liaison. If the EOC is activated the EOC Manager will have the responsibility for Safety in the context of the Incident Management Structure, Public Information in coordination with the CEO and Liaison in coordination with the CEO.

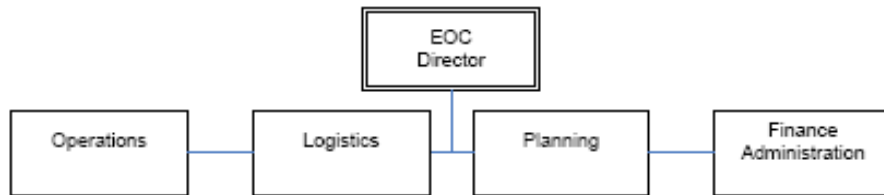
BASIC ICS ORGANIZATION CHART



- f) During an emergency, response agencies and organizations shall be informed of the activation of an Emergency Operations Center, the operational expectations and the reporting chain. Some personnel may be responders to the scene and part of the on-scene ICS structure in a forward operational role. Other personnel may be assigned to the Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene.
- g) The forward response element carrying out tactical operations may request mission support from the EOC and have the responsibility to convey situational information to the EOC's Planning Section, Situation Unit. All mission requests shall be directed through the Operations section and assigned as needed.
- h) In a forward tactical operation or field controlled incident without EOC activation, the Incident Commander is usually the first or the highest ranking officer at the scene. 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 assume command of the incident.

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- i) A major emergency encompassing a large geographic area may have more than one division. In this situation there is still only one Incident Commander with assigned Division Supervisors at each Division. Where several jurisdictions are operational with multiple divisions, an Area or Regional Command may be established which may be instituted or supported by County government.
- j) The EOC will be organized by ICS function, as depicted below and interface with on-scene agencies and organizations as appropriate.
- k) Whenever the ICS is instituted personnel should be assigned to specific ICS functions as required. See Table 1 on pages 25 & 26 for possible ICS functional assignments by agency. Assignments may change as situation dictates or as directed by the EOC Manager. There needs to be sufficient personnel to staff for several successive 12 hour shifts.



D. Agency Responsibilities

- a) The Chief Elected Official shall exercise ultimate responsibility and oversight for emergency response and may delegate ICS responsibilities as described in Table 1, or as the circumstance warrants. The Chief Elected Official shall designate an EOC Manager if deemed appropriate for the incident.

II. Managing the Emergency Response

A. Incident Command Post and Emergency Operations Center

- 1. On-scene emergency response operations will be coordinated by the Chief Elected Official or Officials in a Unified Command structure, from an Emergency Operations Center located near but not within the affected area. There can only be one EOC for an event. Temporary facilities at the scene of the incident used by response agencies for tactical operations shall be known as a command post.
 - a) There may be more than one command post depending on the size of the area affected or the number of jurisdictions involved. The Command Posts shall be coordinated and supported by the EOC.

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- b) If EOCs are established in several Towns within the County, the County EOC shall coordinate and support the local EOCs.
2. The function of the Local/Town EOC is to support Command Post activities and to coordinate resources and assistance committed to the incident. The EOC can also be used as an Area Command Post when a disaster covers several adjacent jurisdictions if an Area Command is instituted.
3. A Command Post will likely be established by first responders at the scene of the incident or, if not already established, may be selected by the Operations Section Chief based upon the logistical needs of the situation.
4. The Stillwater Community EOC shall be located at a facility deemed appropriate for the response type and level.
5. If a disaster situation renders the EOC inoperable a contingent EOC must be established at an appropriate location. The Primary EOC will be established at the Stillwater Area Community Center, the backup will be at the Stillwater Town Hall.
 - a) The EOC will provide for the centralized coordination of all agency and organization activities from a secure and functional location.
 - b) Depending on the incident size and complexity, the EOC Manager may designate a County Liaison. This position will facilitate the coordination between County Emergency Management Structure and the Local response structure.
 - c) Agencies and other organizations represented at the EOC will be organized according to the standard ICS structure under the direction of an EOC Manager.
 - d) Each agency's representative at the EOC will be responsible for assigning and tracking their agency's resources in response to missions received from the tactical response agencies. Missions are received by the Operations Section assigned and tracked. Agency representatives are also responsible for obtaining situational awareness from field operatives and supplying that information to the Planning Section to be developed into an event situation report.
6. If required, the EOC will be staffed to operate continuously on a twenty-four hour a day basis. In the event of a 24-hour operation,

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two 12 ½ hour shifts will be utilized. (The additional ½ hour is for shift change briefings.) Designation of shifts will be established as conditions warrant by the EOC Manager in consultation with the Chief Elected Official(s).

- 7 Work areas will be established for each agency liaison in the EOC.
- 8 Due to equipment limitations each agency liaison must plan to bring basic communications equipment to the EOC, such as laptop computers, accessory cables and equipment, and cell phones with chargers.

B. Agency Notification and Activation

1. Initial notification of an emergency situation may originate from the public, news media, citizens, response agencies, the County or State dispatch centers or any number of sources.
2. Upon receiving initial notification of an emergency impacting the community, the chief elected officials, response agencies and knowledgeable advisors shall briefly conference and declare an event level. The event level will determine the activation of the EOC and at what staffing level.
3. If an event level is declared resulting in the activation of the EOC, the chief elected officials shall designate an EOC Manager.
4. Should response agencies require additional resources, resource requests shall be directed to and filled from the EOC according to priority. Agencies must coordinate their resources so that they are properly applied.
 - a) It must be recognized that some agencies may have discipline specific mutual aid plans that are being exercised in response to an emergency or disaster. (i.e. County and Statewide Fire Mutual Aid Plan) In these cases agencies should be communicating the resources being utilized through their liaison in the EOC for situational awareness.
5. If local capabilities are exceeded a request will be made by the Chief Elected Officials to the County for additional resources. Alternative methods of obtaining resources include purchase, lease, borrow or request regional, state or federal resources through the County Emergency Management Office.
6. Each emergency shall be classified into one of three Response

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Levels according to the scope and magnitude of the incident and the subsequent commitment of resources.

- a) **Response Level 3**, monitoring an emergency or potential situation, CEO will be in communication with subject matter experts, technical specialists, appropriate agency liaisons and members of the Emergency Planning Committee.
 - b) **Response Level 2**, an emergency event has occurred or is imminent, CEO will activate the EOC and shall staff with the appropriate agencies and organizations will be determined in conjunction with the EOC staff. This is a limited activation of the EOC.
 - c) **Response Level 1**, full activation of the EOC with all appropriate agency and organizational representatives in attendance.
7. The Stillwater Area Communications Plan is attached as **Attachment #2**. (The communications plan is a listing of potential responders or key agency representatives and shall be updated regularly at a minimum annually)
 8. Town agency personnel shall be activated at the discretion of the EOC Manager in consultation with the Chief Elected Officials.

C. Public Notification and Warning

1. In order to implement public protective actions there should be a timely, reliable and effective method to warn and inform the public.
2. Local Government shall identify, map, and delineate manageable geographical divisions those areas that are at high risk from an unplanned event and determine a method to notify residents that may be exposed to danger including contingency methods. These maps are likely to be located in the Local Government Mitigation Plan.
3. Methods that may be employed are media announcements; EAS messages, social media sites, telephone call out systems such as Hyper-Reach, warning devices, message boards or direct contact by response agencies, or any combination thereof.
 - a. The Emergency Alert System (EAS) involves the use of broadcast media including television, radio, and cable TV, to issue emergency warnings which are activated through the County Emergency Management agency.

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- b. NOAA Weather Radio (NWR) provides continuous radio broadcasts of the latest weather information including severe weather warnings directly from the National Weather Service office in Albany. NWR will also broadcast non-weather-related emergency warnings 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 from retailers in your community. NWR is also a component of EAS. Emergency broadcasts can be initiated by Saratoga County Emergency Management officials.
4. Every attempt to reach the hearing impaired or resident who are not English speaking shall be considered.
5. The position of Public Information Officer shall be established in the Command Staff in the EOC
6. Where an event affects a large geographic area or where an Area Command is established, it is highly advised that a Joint News Center be established employing liaisons from the involved jurisdictions to coordinate news briefings and content. Coordinated information and messages should be delivered to the public to reinforce credibility and to provide a single common message.
7. The Public Information Officer shall;
 - a) authenticate all sources of information being received and verify accuracy
 - b) provide essential information and instructions including the appropriate protective actions to be taken by the public, to the broadcast media and press
 - c) coordinate the release of all information with the key departments and agencies involved both at the EOC and on-scene
 - d) Check, control and dispel rumors by providing accurate, vetted and useful information
 - e) arrange and approve interviews with the news media and press by emergency personnel involved in the response operation

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- f) Arrange media tours of emergency sites in coordination with assigned liaisons

D. Assessment and Evaluation

1. As a result of information gathered by the Planning Section's Situation Unit from Operations and other means, members of the Command Section will, as appropriate, in coordination with response participants:
 - a) develop policies by evaluating the safety, health, economic, environmental, social, humanitarian, legal and political implications of a disaster or threat;
 - b) analyze the best available data and information pertaining to the event and its effects on the community;
 - c) explore alternative actions and consequences;
 - d) select and develop specific response and recovery strategies.

E. Declaration of Local State of Emergency and Promulgation of Emergency Orders

1. In response to an emergency that has occurred or in anticipation of an emergency having determined that persons or, critical infrastructure is in jeopardy or there is the possibility of pending economic devastation the Chief Elected Official may proclaim a state of emergency (SOE) pursuant to Executive Law, Article 2-b, section 24.
2. This section of Executive Law authorizes the Chief Elected Official to deal with the emergency situation with the full executive and legislative powers of Local government.
3. It is not sufficient to merely declare an SOE. The SOE must be accompanied by specific action items referred to as local emergency orders. For example emergency orders can be issued for actions such as:
 - establishing curfews
 - travel restrictions
 - Specific areas or highways
 - Specific groups of residents or by exception
 - evacuation of facilities and areas
 - closing of places of amusement or assembly
 - suspend sale of alcohol

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- areas of voluntary and/or mandatory evacuation
 - suspension of town laws
4. Attachment 4 describes the requirements for proclaiming a State of Emergency and promulgating Emergency Orders.
 5. Emergency responders and some agencies have inherent authority and powers to take reasonable and immediate action to protect lives and property without the promulgation of an emergency declaration or emergency orders.

F. Medical, Public, Mental Health Functional Group

1. A disaster may result in injury and death within the local population. In addition, damage to or destruction of structures, critical infrastructure and public services may place the public at substantial risk of food and water contamination, communicable diseases, and exposure to extreme temperatures.
2. Within the Operations Section a Medical-Public-Mental Health Functional Group may be activated with the specific function to ensure that health and medical problems are being addressed and obtain the necessary expertise or resources required to gather information, plan remedial actions and provide guidance on those agencies most appropriate to address medical and mental health needs.

G. Human Needs Functional Group

1. The EOC is responsible for ascertaining what human needs have been affected by an emergency and to respond to those needs with all available resources.
2. A Human Needs Functional Group may be activated within the Operations Section to assess, plan, and develop a strategy to mitigate human needs, especially unmet needs. The group shall consist of all of the agencies who are stakeholders in meeting human needs issues.
3. In addressing human needs issues there will likely be a need to manage donations, manage volunteer resources and addressing household pet sheltering.
 - a) In addressing these associated issues, a donations manager, a volunteer resource manager and a pet shelter manager will be required to be assigned within the Operations Section. The Human Needs functional group supervisor shall report to the

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Operations Section Chief. All units or divisions under the human needs umbrella shall report to the Human Needs functional group supervisor.

H. Restoring Public Services

1. The EOC is responsible for ascertaining the effects of the emergency on residents, business, critical infrastructure and public services, ensuring that recovery and restoration is accomplished without undue delay.
2. A Public Infrastructure Functional Group may be assigned to the Operations Section to gather information, plan remedial actions, and to provide guidance on those agencies or organizations most appropriate to provide assistance.
3. Related to the restoration of public infrastructure, there will likely be a need to manage debris. A debris management group should be comprised of stakeholders associated the debris identification, collection, transportation, permitting and disposal.

I. Resource Management

1. A function of the Planning Section is to identify, catalogue and track resources which are staged, assigned or demobilized during the event.
 - a) While the Resource Unit maintains the status of resources, the Operations Section assigns resources and the Logistics Section orders up like or similar resources to fill any shortfalls.
2. Resources directly controlled by the Town and Village should be used first in responding to an emergency.
 - a) According to standard guidance obtain resources locally, regionally, statewide and then from federal sources.
3. All local resources are under the control of the respective Chief Elected Official during an emergency and may be assigned as necessary by the Operations Section by way of mission request. Resources not controlled by the CEO should have a representative in the EOC to act as a liaison.
4. Resources owned by other governmental agencies or organizations may be utilized upon agreement between the requesting and offering government, and shall be coordinated through the Saratoga County Emergency Management Office.

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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. Donations shall be directed through the Donations Management Functional Group and indexed by the Resource Unit if they are not expendable commodities.
 - a) Donations in the form of goods or services can be overwhelming, necessitating the formation of a Donations Management Group who are to provide inventory, control and protocols on disbursement of donated resources and will exercise control over volunteer resources.

J. Standard Operating Guides and other supporting plans.

1. Each agency or organization assigned responsibility under this plan shall to have its own Plan to address Preparedness activities, Response actions and Recovery actions along with their normal tactical Standard Operating Guidelines (SOG).
2. Plans and SOGs will address organizational structure, agency staffing, EOC liaisons, EOC shift assignments, reporting standards and templates, coordination with other agencies, ICS training, and internal resource inventory.
3. Plans and SOGs shall be reviewed at least annually, preferably in the 1st quarter of each year.
4. Agency and Organization liaisons shall participate in local government exercises and shall have knowledge of their respective agency resources, plans and SOGs in order to be a productive decision maker in the operation of the Local EOC.

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Section IV RECOVERY

It should be noted that the recovery process begins at the beginning of a disaster; each step taken during response is a step closer to recovery. As the level of activity of operational response diminishes the level of activity for recovery increases. The assessment of damages and loss is initiated at the beginning of the response process in order to provide information to those agencies who are going to be key in providing assistance for both individuals and families and for restoration of infrastructure.

A. Damage Assessment

1. Local government will coordinate damage assessment activities within the affected jurisdictions during and following an event.
2. Local government will participate in and cooperate with Saratoga County in damage assessment activities, specifically the provision of information related to damages within the community.
3. The Stillwater Community shall coordinate with the Saratoga County Emergency Management Office by Developing a Town damage assessment program to include the following assessment criteria;
 - a) Number of residences damaged, extent of damage (major or minor) and value of occupancy
 - b) Number of residences destroyed and value
 - c) Number of residences that are uninhabitable
 - d) Type of residences damaged and the number of occupants for each
 - e) Number of commercial structures damaged, extent of damage (major or minor), use and value of each
 - f) Number of commercial structures destroyed, the use and value of each
 - g) Critical infrastructure damaged and destroyed, unit of measurement of damaged infrastructure and approximate cost to replace
 - h) Public properties damaged and destroyed, the use and value of each
 - i) Institutional property damaged and destroyed, the use and value of each
 - j) Note where damaged or destroyed property is covered by insurance
4. To facilitate the processing of Public Assistance grants, FEMA has divided disaster related work into two broad categories, emergency work and permanent work. *(See Public Assistance Guide FEMA 322 for additional information)*
 - a. Emergency work is categorized as;

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- i. Category A debris removal
 - ii. Category B emergency protective measures
 - b. Permanent work is categorized as;
 - i. Category C roads and bridges
 - ii. Category D water control facilities
 - iii. Category E buildings and equipment
 - iv. Category F utilities
 - v. Category G parks, recreational facilities, and other items
5. A damage assessment coordinator shall be assigned the duties of collecting, recording and sharing information as appropriate. The damage assessment coordinator shall;
 - a. Attend public assistance applicant briefing conducted by Federal and State officials.
 - b. Review SEMO's Public Assistance Handbook of Policies and Guidelines for Applicants.
 - c. Obtain 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 and coordinate local representative(s) who will accompany the Federal/State Survey Teams(s).
 - f. Follow up with County's Disaster Assistance liaison and NYS OEM
 - g. Submit Proof of Insurance, if required.
6. During the period of long term recovery, local government will require a liaison to address the following issues after funding has been granted by FEMA. Because most emergency response personnel at a local level are volunteers, local government should consider out sourcing this responsibility since it will be a long term commitment. The long term recovery liaison will be responsible to;
 - a. Prepare and submit project listing for small project grants
 - b. Follow eligibility regarding categorical or flexibly funded grant
 - c. Maintain accurate and adequate documentation for costs on each project
 - d. Observe FEMA time limits for project completion
 - e. Request final inspection of completed work or provide appropriate certificates
 - f. Prepare and submit final claim for reimbursement
 - g. Assist in the required state audit
 - h. Maintain summary of damage suffered and recovery actions taken
7. The Finance Administration shall collect all information related to response activates of all local government agencies to include but not exclusively, town agencies, village agencies, police, fire and EMS agencies located within the Town or Village.

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- a) Information shall include volunteer time expended during response and recovery activities.
 - b) Information shall include the operation of all equipment by type, and according to the FEMA typing guidance
 - c) Town and Village data will be kept separate
6. All local government departments and agencies will participate in damage assessment and cost collection activities, such as;
- a) Preparedness activities:
 - identify agencies, personnel, and resources to assist and support damage assessment activities
 - identify non-government groups such as non-profit organizations, trade organizations and professional people or contract organizations that could provide damage assessment assistance
 - fostering agreements between Local government and any available resources for technical support
 - b) Response activities:
 - obtaining and maintaining documents, maps, photos and video tapes of damage reviewing procedures and forms for reporting damage to the County, State and Federal Agencies
 - c) Recovery activities:
 - selecting personnel to lead damage assessment survey teams
 - identifying and prioritizing areas to survey damage
 - completing project worksheets and maintaining appropriate and complete records
7. It is essential from the outset of emergency response activity that all response agencies and organizations keep detailed records of expenditures for:
- a) labor time, including volunteer labor
 - b) use of equipment including type, engine/pump size, hours used
 - c) use of borrowed or rented equipment including type, engine/pump size, hours used and cost
 - d) use of materials from existing stock
 - e) contracted services, commodities, or equipment used for emergency response
8. Damage assessment may be conducted by a number of government

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or private entities such as the volunteer organizations, highway department, code enforcement officials, structural engineers, outsourced to private firms, insurance industry, state or federal liaisons. It is essential that all of the information gathered is coordinated and collected to one location and remains with the affected jurisdiction throughout the process.

9. Damage assessment will focus on all aspects of the event, especially damage to public infrastructure and utilities, and to residences or commercial structures.
 10. At some point during the event teams of local, state and federal partners will assess the affected area and survey the damage and compare their observations with the information gathered locally.
 11. It is critical to obtain a rapid, but accurate snapshot of the damages from an event because the numerical assessment will determine whether or not a County or State reaches the threshold for an emergency or disaster declaration and the types of assistance forthcoming from the Federal Government.
 12. Town and Village damage assessment information will be reported separately to the County Emergency Management Office for establishing the eligibility for any assistance.
 - a. Unless otherwise designated by the Chair of the county Board of Supervisors, the County Emergency Management Office will serve as the County's authorized agent in disaster assistance applications to State OEM and FEMA
 - b. Forms for collecting this information are contained in SEMO's *Public Assistance Handbook of Policies and Guidelines for Applicants*, obtainable from the Saratoga County Emergency Management Office
 13. All assessment activities in the disaster area will be coordinated with the Local EOC.
 - a. Information shall be provided to the Situation Unit of the Planning Section
- B. Planning for Recovery
1. Recovery includes community development and redevelopment.
 2. Community development is shall be based on the comprehensive community development plan prepared under direction of local government agencies and boards with technical assistance provided by the County Department of Planning and contract firms.

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3. Comprehensive community development plans are officially adopted by local government as the official policy for development of the community.
4. Local Government must have public and political support for land use planning and the corresponding plan implementation tools such as zoning ordinances, subdivision regulations, and building codes. As a result, local government will have pre-disaster prevention and mitigation capability by applying these methods successfully after disasters.
5. A recovery task force will be developed by local government and will:
 - a. Direct the recovery with the assistance of local government departments boards, agencies, private firms and community input coordinated by the Recovery Section Coordinator.
 - b. Prepare a local recovery and redevelopment plan, if appropriate, unless deemed unnecessary, pursuant to sub section 28-a of the State Executive Law Article 2-B.
6. The recovery and redevelopment plan shall include;
 - a. Replacement, reconstruction, removal, relocation of damaged/destroyed infrastructures/buildings
 - b. Establishment of priorities for emergency repairs to facilities, buildings and critical infrastructure.
 - c. Economic recovery and community development.
 - d. New or amended zoning ordinances, subdivision regulations, building and health codes.
7. Recovery and redevelopment plan will account for and incorporate to the extent practical, relevant existing plans and policies.
8. Prevention and mitigation measures should be incorporated into all recovery planning where possible.
9. 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.
10. If the governor declares a state disaster emergency to include Saratoga County, then under Section 28-a the local governments have the following responsibilities:

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- a. 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.
- b. 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 SEMO, whether the preparation of a recovery and redevelopment plan has been started and, if not, the reasons for not preparing the plan.
- c. 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.
- d. 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.
- e. A plan shall be adopted by such county, city, town or village within 10 days after receiving the comments of the DPC.
- f. The adopted plan:
 - May be amended at anytime in the same manner as originally prepared, revised and adopted; and
 - Shall be the official policy for recovery and redevelopment within the municipality.

C. Reconstruction

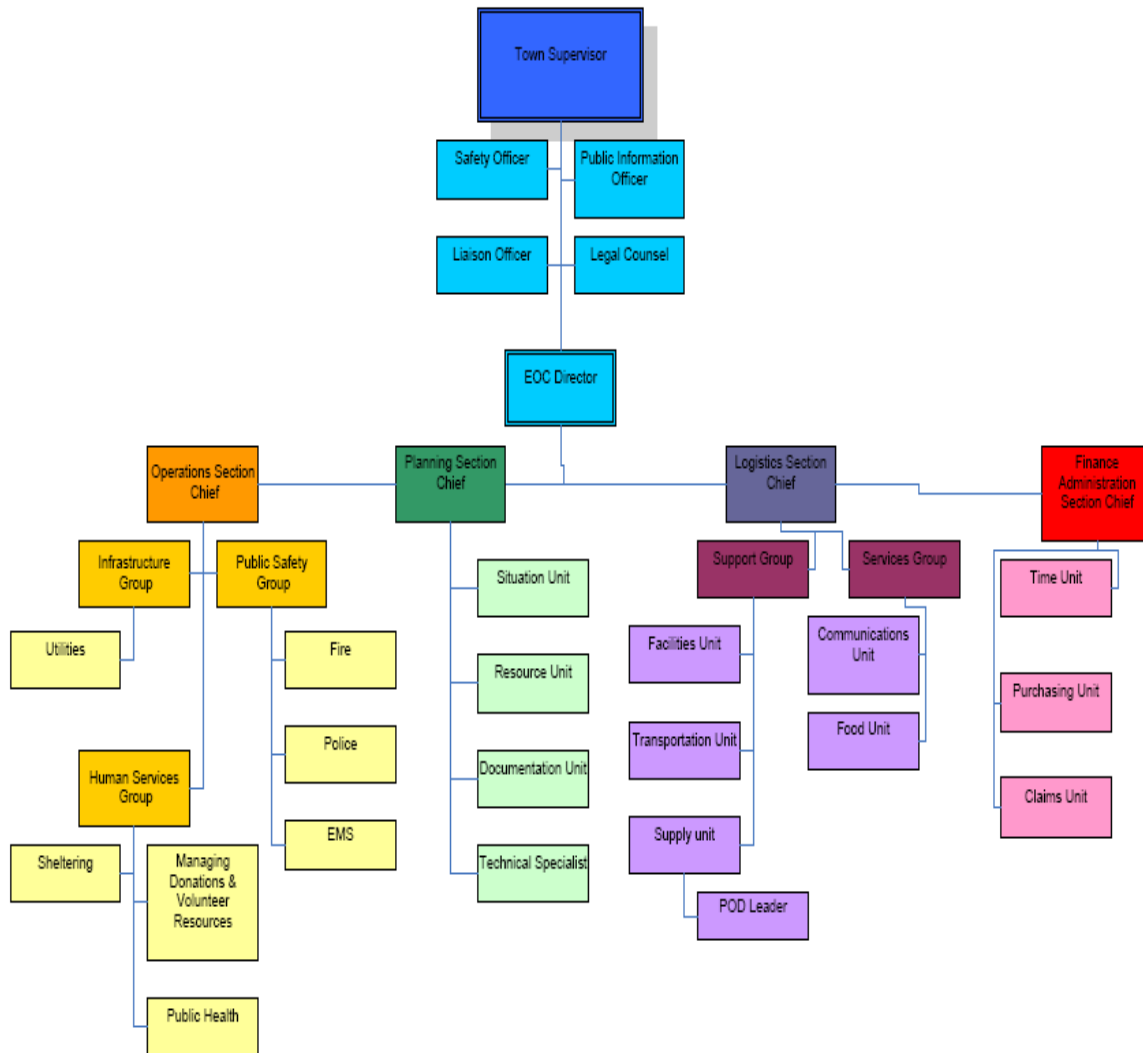
1. Reconstruction consists of two phases:
 - a) Phase 1-short term reconstruction to return vital support systems to minimum operating standards;
 - b) Phase 2-long term reconstruction and development which may continue for years after a disaster and will implement the officially adopted plans, policies and programs for redevelopment including mitigation projects to minimize future adverse conditions.
2. Long term reconstruction and recovery includes activities such as:
 - a) Timeline for a redevelopment plan
 - b) Analyzing existing State and Federal programs to determine how they may be modified or applied to reconstruction

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- c) Conducting public meetings and hearings
 - d) Providing temporary housing and facilities
 - e) Public assistance to repair or replace critical public infrastructure
 - f) Coordination of State/Federal recovery assistance
 - g) Monitoring, oversight and documentation of reconstruction progress
 - h) Preparation of periodic progress reports to be submitted to Saratoga County Office Emergency Services.
3. Reconstruction operations must conform to existing local, State, and federal environmental laws and regulations.
 4. Reconstruction operations involving designated historical sites must conform to existing local, State and federal guidelines.
- D. Public Information on Recovery Assistance
1. The Public Information Officer working in the Command Section is responsible for making arrangements with the broadcast media and press to prepare, coordinate, and provide accurate information to the public on:
 - a) What kind of emergency assistance is available
 - b) Who is responsible for providing assistance
 - c) Who is eligible to receive assistance
 - d) What kinds of records are needed to document items which are damaged or destroyed by the disaster
 - e) What actions that must be taken 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 extensions
 - 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. It is essential that there is one coordinated message.

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STILLWATER EMERGENCY MANAGEMENT ORGANIZATIONAL CHART



ATTACHMENT 1

**REFER TO THE STILLWATER MITIGATION PLAN WHICH IS AN
EXTENSIVE SEPARATE DOCUMENT AVAILABLE AT LOCAL
GOVERNMENT OFFICES**

**REFER TO THE SARATOGA COUNTY HAZARD MITIGATION
PLAN WHICH IS AN EXPANSIVE DOCUMENT AVAILABLE
SEPARATELY**

ATTACHMENT 2

**ICS 205 COMMUNICATIONS PLAN FOR THE STILLWATER
COMMUNITY COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN**

INSERT MOST RECENT ICS 205 HERE

ATTACHMENT 3

STILLWATER AREA HAZARD ANALYSIS

Insert Most Recent Hazard Analysis Here

ATTACHMENT 4

**INSERT INSTRUCTIONS FOR DECLARING A STATE OF
EMERGENCY AND ISSUING EMERGENCY ORDERS
HERE**

ATTACHMENT 5

**PLEASE REFER TO SEPARATE FEDERAL GUIDANCE
DOCUMENTS ON DAMAGE ASSESSMENT**

Such documents are available from your County or State Office of Emergency Management Federal guidance is also available on-line at FEMA.gov

ATTACHMENT 6

**INSERT THE STILLWATER COMMUNITY
SHELTER ANNEX HERE**

ATTACHMENT 7

**ICS POSITION DESCRIPTIONS AND CHECKLISTS FOR USE THE
EMERGENCY OPERATIONS CENTER (EOC)**

ATTACHMENT 9

INSERT COPY OF EXECUTIVE LAW, ARTICLE 2-B HERE

ATTACHMENT 10

**INSERT THE TOWN AND VILLAGE RESOURCE LISTING
HERE**

ATTACHMENT 11

**Insert the most recent resolution for adoption of
the National Incident Management System**

ATTACHMENT 12

Insert Mental Health Annex Here

ATTACHMENT 13

**INSERT DONATIONS MANAGEMENT AND
MANAGEMENT OF VOLUNTEER RESOURCES ANNEX
HERE**

ATTACHMENT 14

INSERT EOC ACTIVATION CHECK LIST HERE

ATTACHMENT 15

INSERT ANIMAL SHELTER PLAN HERE