

# MADISON COUNTY HAZARD MITIGATION PLAN 2016

## Chapter 1: Introduction

### Executive Summary

This section provides an overview of Hazard Mitigation Planning and hazard history in Madison County. This section also summarizes the main elements of the Hazard Mitigation Plan including Outreach, Hazards of Concern and Mitigation Strategies.

### Purpose of this Plan

The purpose of hazard mitigation is to reduce potential losses from future disasters. The intent of mitigation planning, therefore, is to maintain a process that leads to hazard mitigation actions with the goal of building more resilient communities. Mitigation plans identify the natural hazards that impact communities, identify actions to reduce losses from those hazards, and establish a coordinated process to implement the plan.

Hazard mitigation is a series of sustained actions taken to reduce or eliminate long-term risk to people and their property from hazards. Per the New York State Department of Homeland Security and Emergency Services (DHSES), a community's multi-hazard mitigation plan is a highly valuable resource. A well written HMP indicates that the community has completed the following tasks:

- Identified the hazards to which it is exposed,
- Assessed the risks and vulnerabilities to the identified hazards,
- Prepared mitigation strategies to reduce and eliminate those risks and vulnerabilities,
- Developed an action plan to ensure the implementation of the mitigation strategies.

Hazard Mitigation Planning is a key component in the overall all-hazards planning approach and complements other plans, such as the Comprehensive Emergency Management Plan (CEMP) and numerous Emergency Response Plans (ERP). By identifying probable hazards and taking actions to mitigate them before disaster strikes, the need to prepare and respond may be reduced. The long term effect of these mitigation measures may save lives, property and have a positive economic effect on our communities. The result of having an approved Hazard Mitigation Plan makes the County and its municipalities eligible for FEMA Mitigation Grants.

### Multi-Jurisdictional Hazard Mitigation Plan

This is a new plan, which will update and build upon the 2008 Hazard Mitigation Plan approved by FEMA and adopted by the Board of Supervisors in March of 2009. The Hazard Mitigation Plan is a multi-jurisdictional approach to identify hazards affecting our municipalities across Madison County, including the City of Oneida, ten villages and fifteen towns.

In 2013, severe rainstorms hit fifteen Upstate New York Counties from June 27th through July 4th, causing massive flooding, erosion, property damage, long-term power outages for more than thirteen thousand residents, long-term unavailability of potable water, and even loss of life. The federal government declared a local state of emergency for Madison County along with 7 other counties and 15 local municipalities. The five hardest hit counties, including Madison County, were invited to participate in the New York Rising Community Reconstruction (NYRCR) Program. Three million dollars has been allocated for recovery and resiliency projects within this Community.

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These areas include the Villages of Canastota, Cazenovia, Chittenango, DeRuyter, Earlville, Morrisville, Munnsville, and Wampsville, the City of Oneida, and the Towns of Brookfield, Cazenovia, DeRuyter, Eaton, Fenner, Georgetown, Hamilton, Lebanon, Lenox, Lincoln, Madison, Nelson, Smithfield, Stockbridge and Sullivan. The Village of Wampsville also serves as the County Seat, providing services for the County as a whole (e.g. County Clerk, Health Department, and County Court to name a few). Oneida stands as the only city and the major population center in the County.

The documented damages, combined with the first-hand experiences shared by residents at multiple well-attended public engagement events led to the identification of several critical issues facing the Community. These issues served to define needs, opportunities, strategies, and eventually projects that would help make the Community more resilient and sustainable. Critical issues include the need to:

## How Local Communities Benefit From Hazard Mitigation

- Identifying community supported, cost effective actions for risk reduction
- Focusing resources on the greatest risks and vulnerabilities
- Building partnerships
- Increasing education and awareness of hazards and risk
- Communicating priorities to state and federal officials
- Aligning risk reduction with other community objectives

- Provide a more natural floodplain for the numerous streams and creeks that run through the County
- Stabilize streambanks and repair of severe erosion that has occurred
- Provide regular sediment and debris removal in high risk streams
- Strengthen the regulation of development in the floodplain
- Improve and strengthen communication systems before, during and after disasters
- Provide safer and more resilient housing options for those living in the floodplain
- Increase public education for homeowners, and potential homeowners, on the risks of living in a floodplain
- Improve emergency evacuation preparedness and procedures
- Implement innovative technology to strengthen the resiliency of key assets and create redundancy in the electrical power supply;
- Manage stormwater and water flow through the streams, creeks, and tributaries within the County
- Upgrade aging infrastructure
- Improved coordination with other emergency service providers, municipalities and key Institutional entities
- Strengthening of the local economy

This Hazard Mitigation Plan encompasses the County and each municipality's risk, vulnerabilities and mitigation measures. While many problems are unique to a specific municipality, many are common and cross jurisdictional boundaries. By planning on a wide-scale the community as a whole becomes more resilient.

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## How the Plan is Organized

### *The Plan*

The original Madison County Hazard Mitigation Plan was approved by FEMA in September of 2008 and adopted by the Board of Supervisors in March of 2009. It is a multi-jurisdictional, natural hazard mitigation plan that addresses natural hazards of concern throughout Madison County. Currently the plan is due for its five-year update. The geographic scope of the Hazard Mitigation Plan is the entirety of Madison County with a more intense focus on areas where: assets are most at risk from flooding; future construction or reconstruction of existing development should be encouraged or discouraged; or key investment to improve the local economy can be instituted.

The following outline describes the organization of the 2017 Madison County plan update.

### **Planning Process**

Following the severe summer storms of 2013, Governor Cuomo developed an innovative, community-driven program, the NY Rising Community Reconstruction Program (NYRCR), which provided guidance, resources, and technical assistance to develop reconstruction strategies to build more resilient communities. The NYRCR provides a well-rounded baseline for important mitigation and resiliency efforts across the County and the region, and has been utilized for the development of this plan update.

This approach was two-pronged, focusing first on identification of remaining recovery needs, and then on developing countywide long-term resiliency strategies and actions. The planning committee was formed with members representing both public and private sector partners who worked with NYRCR Program team to identify storm damage, recognize recovery efforts in the immediate aftermath of the storms, and develop a list of projects still needed to recover from these storms.

All Planning Committee meetings were open to the public, and public engagement events attracted community members, who demonstrated clear interest in the process by providing feedback on the planning process. Planning Committee efforts were augmented by those of the New York State Department of State, and consultants from planning firms that specialize in engineering, flood mitigation solutions, green infrastructure, and more.

### **Risk Assessment**

Needs and opportunities were identified that align with the Community's reconstruction and economic growth goals, existing plans and studies, and the Community's overall vision of its future. The term "need" is used here to illustrate infrastructure and services that were damaged or rendered inoperable by the 2013 summer flooding, as well as infrastructure and other resources that failed to work during the storm event or experienced insufficient capacity to respond effectively.

Throughout this plan, projects and strategies are categorized by their Recovery Support Functions (RSF). FEMA uses these RSFs to identify, coordinate, and ultimately deliver assistance to communities from several different funding sources available through the recovery effort, i.e. Federal, State, private, philanthropic, and not-for-profit.

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The six Recovery Support Functions are:

1. Community Planning and Capacity Building: Improving the community's ability to both implement storm recovery activities and to plan to mitigate the efforts of future storm.
2. Economic Development: Returning economic and business activities to a state of health and developing economic opportunities that result in a stronger, more resilient Community.
3. Health & Social Services: Restoring and potentially expanding public health programs, health care facilities and essential social services, especially for vulnerable populations.
4. Housing: Assessing local housing conditions and associated risk levels during the re-building process, rebuilding and improving the resiliency of housing.
5. Infrastructure: Investing in infrastructure to rebuild resource destroyed during the storm and to reduce future risks to critical assets.
6. Natural and Cultural Resources: The rehabilitation, management, and protection of the natural and cultural resources that define the Community's physical and human character.

## Mitigation Strategy

Mitigation measures were ranked and prioritized based on a number of factors: the six aforementioned Recovery Support Functions, community impact; effect on downstream communities and infrastructure; economic impacts; long-term benefits; and financial concerns.

The Madison County Office of Emergency Management (OEM) will be responsible for monitoring the status of the County Hazard Mitigation Plan, which includes staying in touch with planning committee members from each municipality. Bi-annually during the first quarter, OEM will send each municipality a copy of the evaluation tool, asking them to update the progress of hazard mitigation measures listed in their plans and to report any newly identified issues. During the second quarter of the same year, OEM will prepare a summary report showing progress in implementing the County Hazard Mitigation Plan. This information will be analyzed to determine the effectiveness of the plan as it is currently written, or whether a partial or full plan update is required.

## Annexes

The Annexes will include a mitigation plan summary for each-jurisdiction, written for community-based stakeholders. These include elected officials, other community leaders, entities that participated in the planning process, and the leaders and the citizens particularly interested in their community.

## Appendices

The appendices document the planning process, including the methods used to encourage public participation and community input. In addition, this section includes profiles and data describing natural hazards of concern, and Mitigation Action Worksheets that describe each mitigation action and link the hazard problem to a solution.

This plan is was developed to become part of the larger Madison County Emergency Management (EM) Plan. Other sections of the EM Plan include the Basic Section, Emergency Support Functions (ESFs), Support Annexes and the Hazard Specific Appendices (HSAs).