

## Town of Eaton



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### Background

The Town of Eaton is a community of 5,255 residents located near the middle of the county, north of the Town of Lebanon, east of the Town of Nelson, south of the Town of Smithfield, and west of the Town of Madison. 80.0% of the residents are between the ages of 18 and 65, while only 11.6 % are over the age of 65 (residents). The town currently encompasses approximately 44 square miles. The town has an equalized assessed value of approximately \$263 million dollars, which is distributed across a variety of property classes. There are 607 single family occupied homes within the town. This remains a very heavily agricultural community with very productive agricultural lands.

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## Land Use and Development Trends

Individual house development along existing roads is occurring as farms are divided into smaller parcels. Tax Rolls are increasing. There have been no large subdivisions in the Town recently. No industry has moved into Town recently. Heritage Festival Park, to be located 0.2 miles north of U.S. 20 east of Route 46 is in the planning stage.

## Assets

Town Hall – Located on Cedar Street, 0.2 miles north of Route 20 in the Village of Morrisville. Capacity for 40 people at meetings. This building contains the offices for Supervisor, Town Clerk, Town Justice, Assessor, and Codes Enforcement Officer. This building does not have a backup generator and is not wired for an outside generator.

Highway Department Garage – On same location as the Town Hall on Cedar St. The garage has eight parking bays. This building does not have electric back-up power and is not wired for a backup generator but does have manually operated overhead doors. The Eaton Town Highway Department is in charge of 55 miles of highway.

Highway Equipment:

- 3 10-wheel dump trucks with plows
- 6-wheel all-wheel drive dump trucks with plows
- 1 one ton truck 4x4 with plow and dump box
- 1 ¾ ton truck 4x4 with plow
- 1 Front end loader
- 1 Gradall excavator on 10 rubber tires
- 1 Cat Grader
- 1 Cat D4 dozer
- 1 Pavement Roller
- 1 Vermeer Chipper
- 1 8-Wheel, 10 ton capacity, equipment trailer
- 1 Tractor with Mower
- 1 Tow-behind self-propelled broom

Smithfield Eaton Volunteer Ambulance Corps (SEVAC) – Located at 23and 1/2 Cedar Street in the Village of Morrisville. This building is equipped with an automatic generator that kicks on in the event of a power failure.

Edward R. Andrews Elementary School is located at 55 Eaton Street in the Village of Morrisville. This is the official Red Cross shelter for the community. It has capacity for 160 people. This building does not have a generator or external hook-up for a generator.

Cooperative Extension Building is located at 100 Eaton Street in the Village of Morrisville. It has a meeting hall and a large kitchen that can accommodate 80 people. This building does not have a generator or an external hook-up for a generator.

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Morrisville State College – this state-owned facility in the Village of Morrisville has an enrollment of 3,300 students. It has two dining halls and dormitories that house 1,800 students.

## Local Organization and Regulations

- The Town Board meets on the second Monday of each month.
- The Planning Board meets on the third Monday of each month at 7 PM.
- The Zoning Board of Appeals meets on the third Thursday of each month at 7 Pm as needed.
- Zoning is in effect in the Town of Eaton.
- Building permits are required for residential and commercial construction projects.
- An emergency action plan has been written to address possible dam failure for Eaton Brook Reservoir.

## The Planning Process

Steve Lorraine, SWCD District Manager, met with the Eaton Town Board on 10/14/2013. The Town Board directed Lorraine to work with Highway Superintendent Larry Phillips to write up a first draft of a Mitigation Plan for the Town of Eaton.

## Public Involvement

Two meetings were held at which members of the public were invited to provide input on the hazard mitigation planning process. These meetings were publicized in the Syracuse Post Standard, Oneida Daily Dispatch, Canastota Bee Journal, and Cazenovia Republican. No members of the public attended these meetings. One citizen did call Madison County Soil and Water Conservation District from the City of Oneida to express concerns about flooding there. As soon as the first draft of the entire plan for Madison County is finished, it will be posted on the Madison County website. All members of the public will be provided a means of providing input at that time.

## Input from Neighboring Communities, Agencies, Businesses, Academia, Nonprofits and Other Parties

A copy of the Town of Eaton Hazard Mitigation Plan has been sent to the following organizations:

- Morrisville State College
- Morrisville-Eaton Central School
- Cornell Cooperative Extension of Madison County

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## Existing Plans, Studies, Reports, and Technical Information

- Morrisville Area Improvement Network Plan – This plan addresses future development along U.S. 20 in the Morrisville Area.
- Route 20/ Route 46 Intersection Development – Representatives of Central New York Regional Planning and Development, NYS DOT, Town of Eaton, and Madison County Planning Department meet four times per year to consider improvements to this dangerous intersection.
- Damage Survey Report (DSR) Town of Eaton FEMA 1335 DR-NY Spring 2000 Flood
- DSR Town of Eaton FEMA 1095 DR January 1996 Flood
- DSR Town of Eaton FEMA 3173 EM-NY December 25 & 26 Snowstorm
- DSR Town of Eaton FEMA1467 DR April 2003 Ice Storm

## Hazards

As part of the Madison County Comprehensive Emergency Management Plan, a Hazard Analysis was conducted using the HAZNY program with data supplied by the National Oceanic & Atmospheric Administration, and ESRI Hazards data. This HAZNY analysis identified Moderately High Danger in order from Severe Storms, Transportation Accidents, Winter Storms, Fires, and HAZMAT (in Transit). The HAZNY analysis identified Moderately Low Danger in order from Ice Storm, Terrorism, Flood, Utility Failure, Water Supply Contamination, Tornado, Oil Spill, HAZMAT (Fixed Site), Ice Jam, Infestation, Radiological (Fixed Site), Extreme Temperatures, Epidemic, Drought, and Explosion. The Madison County Hazard Mitigation Plan is required by FEMA to address natural disasters. Sections of this plan have been written on a County-wide basis for Severe Storms, Transportation Accidents, Winter Storms, Fire, Ice Storm/ Utility Failure, Flood/ Hurricane, and Tornado. The following table is used to determine whether or not the local community’s hazard danger differs from the County as a whole for natural disasters and a few chosen man-made disasters. The local community can also decide whether or not a section on a particular hazard should be written specifically for that municipality.

<b>Hazard</b>	<b>Madison Co. Class.</b>	<b>Madison Co. Ranking</b>	<b>Town Of Eaton Probability Greater (G), Lesser (L) About Equal (E)</b>	<b>Town of Eaton Issues Beyond County-wide Plan Yes (y), No (n)</b>
Severe Storms	Mod. High	312.2	E	N
Transportation Accidents	Mod. High	285.2	G	N
Winter Storms	Mod. High	272.2	E	Y
Fires	Mod. High	265.2	E	N
Ice Storms	Mod. Low	236.2	E	N
Flood	Mod. Low	222.8	L	Y
Utility Failure	Mod. Low	218.5	E	Y
Tornado	Mod. Low	202.5	L	N
Ice Jam	Mod. Low	180.5	L	N
Infestation	Mod. Low	173.8	E	N
Extreme Temperatures	Mod. Low	169.8	E	N

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Epidemic	Mod. Low	164.2	E	N
Drought	Mod. Low	164.2	E	N
Wildfire	Low	160.5	L	N
Wave Action	Low	159.5	L	N
Dam Failure	Low	159.2	E	N
Hurricane	Low	158.8	E	N
Earthquake	Low	150.5	E	N
Blight	Low	96.2	E	N
Landslide	Not Rated		L	N

### Types of Mitigation Measures

This section is used to indicate the types of mitigation actions that already are in use in the Town of Eaton. Appendix D of this plan can be used as a guide as to what mitigation actions can mitigate different hazards.

**Prevention** - Government administrative or regulatory actions or processes that influence the way land and buildings are developed and built. These actions also include public activities to reduce hazard losses.

	Building Code	Density Controls	Design Review Standards	Easements	Environmental Review Standards	Flood plain Development Regulations	Floodplain zoning
Eaton Program	State BOCA Codes	No	State Health Codes Fire Codes	Local Gov. for Water, Sewer, & Utility	SEQR for major subdivisions	Federal Flood Insurance Rules apply	No

	Hillside Development Regulations	Open Space Preservation	Performance Standards	Streambank Setback Regulations	Special Use Permits	Stormwater Management Regulations	Subdivision & Development Regulations
State & Federal Programs Available for Ag	No	No	Time Limit on Permits	State Health rules for septic systems	Zoning Board of Appeals	State Regs Apply	No

**Property Protection** - Actions that involve the modification of existing buildings or structures to protect them from a hazard, or removal from the hazard area.

	Acquisition of Hazard Prone Structures	Construction of Barriers Around Structures	Elevation of Structures	Relocation Out of Hazard Areas	Structural Retrofits (e.g. flood-proofing)

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Eaton Program	No	No	No	No	No
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**Public Education and Awareness** - Actions to inform and educate citizens, elected officials, and property owners about the hazards and potential ways to mitigate them.

	Hazard Information Centers	Outreach Programs	Real Estate Disclosure	School-age and Adult Education Programs
Eaton Program	No	Education of Elected to NIMS Standards	State Rules Apply	Fire Safety Education Headstart

**Natural Resource Protection** - Actions that, in addition to minimizing hazard losses, also preserve or restore the functions of natural systems.

	Best Management Practices	Forest & Vegetation Management	Sediment & Erosion Control Regulations	Stream Corridor Management	Stream Dumping Regulations	Urban Forestry & Landscape Management	Wetlands Development Regulations & Restoration	Watershed Management
Eaton Program	Technical Assistance from County SWCD;	NYS DEC 319 Program available	State Regs for greater than 1 acre development;	No	State Rules Apply	No	State & Federal Rules Apply	Chesapeake Bay Tributary Strategy

**Emergency Services** - Actions that protect people and property during and immediately after a disaster or hazard event.

	Critical Facilities Protection	Emergency Response Services	Hazard Threat Recognition	Hazard Warning Systems	Health & Safety Maintenance	Post Disaster Mitigation
Eaton Program	No	Morrisville & Eaton Fire Depts. SEVAC WEVAC State Police County Sheriff	MSDS Sheets on File with Fire Department	911 Center Alert System: Fire Department Siren	County Health Department Rules for Minimum Living Standards and Drinking Water Plan	Red Cross

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**Structural Projects** - Actions that involve the construction of structures to reduce the impact of a hazard.

	Channel Maintenance	Dams/ Reservoirs	Levees & Floodwalls	Safe Room/ Shelter
Eaton Program	No	State Dam at Eaton Brook Reservoir	No	Red Cross Shelter at E.R. Andrews Elementary School & M-E High School

## Incorporation of Hazard Mitigation Plan requirements into local planning mechanisms

The foregoing list of existing mitigation measures and the proposed mitigation actions that follow will be considered during the next rewrite of the Town of Eaton zoning rules.

## Mitigation Actions by Hazard

Appendix d provides a matrix that lists by category the possible mitigation actions and projects applicable to specific hazards. The community should consider this matrix when deciding a course of action in mitigating a particular hazard.

### A. FLOODING

#### Mitigation Goals

Minimize loss of property, risk of injury, damage to the environment, and loss of infrastructure from 500 year flooding events.

#### Historical Events

*June 2013 Severe Rain Event* - Severe rainstorms hit fifteen Upstate New York Counties from June 27 to July 4, 2013, 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.

*2005* – This was a spring runoff event that was accompanied by a 1.9 inch rainfall. Washouts occurred on 21 different roads in the Town of Eaton.

*August, 2002* – A much localized thunderstorm led to flooding in the hamlet of Eaton along Brooklyn Street. Debris also clogged a culvert in the Town of West Eaton and caused the shoulder of a County Highway to be washed out.

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*Spring 2000* – This was presidential disaster FEMA 1335 DR-NY for storms that occurred between May 3 and June 30. Damage in Eaton occurred during May. The Town received \$33,392.32 of federal funding to restore and reshape ditches, replace rip rap, replace culverts, and replace pavement. The Town also received \$2,576.66 for maintenance, protection of traffic, and debris removal.

*January '96 Flood* – This was presidential disaster FEMA 1095 DR. This run-off event caused by rain and melting snow resulted in widespread flooding in the Town. The Town of Eaton reported \$10,586.13 in damages at 6 locations.

### Future Development in Hazard Area

Construction is not occurring in the 100 year flood plain in the Town

### Mitigation Strategies

Project #	Project Name	Description	Lead Agency	Estimated Cost
T/Eaton#1	Williams Corners Road Culvert Repairs	Flooding of the Electric Light Stream resulted in damages to Williams Corner Road including three culverts being washed out, taking the road with it. Reduce vulnerability of existing infrastructure assets and critical facilities from flood damage through repair, improvements and protection. The road was closed for five weeks and made access to properties difficult. The project will include replacement with single arch culvert to handle flows.	Town of Eaton Highway	\$240,000
T/Eaton#2	Roberts Road Culvert Repairs	The flooding resulted in damages to the culvert at Roberts Road. The project will repair and upgrade the first culvert below Williams Corner Road to handle calculated flow levels.	Town of Eaton Highway	\$240,000
T/Eaton#3	Route 20 Remediation	Build increased drainage capacity of the under-road structure reducing flooding and road erosion during severe storm events. Flooding of an unnamed tributary to the Chenango River in the Town of Eaton resulted in damages to 8 homes and businesses as well as RT20.	Town of Eaton Highway	\$42,000



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## Prioritization

The STAPLEE process is the means by which proposed mitigation actions are prioritized for a community. The STAPLEE process utilizes the following criteria:

- **Social:** Will this action be acceptable to the community and individuals affected?
- **Technical:** Is the action a long term technically feasible solution with little or no secondary impacts?
- **Administrative:** Are the staff and funding available to implement and maintain the action?  
NOTE: Inadequate resource did not eliminate consideration of an action.
- **Political:** Is the action supported by political leaders and the public?
- **Legal:** Does the municipality have the legal authority to implement the proposed action?
- **Economic:** Is this action a cost effective method for providing hazard mitigation and community benefits?
- **Environmental:** Is this action consistent with community environmental goals?

The following table uses the STAPLEE System to rate proposed mitigation actions.

+ 1 is Favorable, -1 is Unfavorable, N is Neutral or Not Applicable

A Score of 6-7 is a high priority, 3-5 is a medium priority, 2 or less is a low priority

Proposed Mitigation Action								
	Soc	Tech	Admin	Polit	Legal	Econ	Enviro	Score
Williams Corners Road Culvert Repairs	+1	+1	-1	+1	+1	+1	+1	5
Roberts Road Culvert Repairs	+1	+1	-1	+1	+1	+1	+1	5
Route 20 Remediation	+1	+1	-1	+1	+1	+1	+1	5

## Plan Monitoring and Update

The Madison County Office of Emergency Preparedness will be responsible for monitoring the status of the County Hazard Mitigation Plan and all of the subsections of the plan specific to local municipalities. During the first quarter of every calendar year, the Emergency Preparedness Director will (most likely by e-mail) contact the Town of Eaton’s Highway Superintendent and submit a copy of the evaluation form. The Town’s Highway Superintendent will complete and return this form within 10 business days.

During the second quarter of the year, the County Emergency Preparedness Director, will prepare an annual summary report for progress in implementing the County Hazard Mitigation Plan. Included in this plan will be the following:

- A summary and analysis of all disasters that have struck Madison County during the previous calendar year,
- a gap analysis for the hazard mitigation plan for any disasters that occurred during the previous calendar year,

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- a listing of funding opportunities made available from FEMA and SEMO during the 12 months prior to the annual summary report,
- a summary of the progress that has been made towards accomplishing mitigation measures during the previous calendar year,
- problems encountered in implementing the plan,
- And, recommendations for changes to the Hazard Mitigation plan.

A copy of this report will be sent to the Town's Highway Superintendent and will be posted on the Madison County Website. Public Comment will be accepted based on review of these reports and the County's Plan available on this web site.

Every five years after the plan receives its FEMA approval and adoption by the Town of Eaton Board, the County Emergency Management Director will update the County Hazard Mitigation Plan and the Town of Eaton annex based on reports supplied by the Town's Highway Superintendent and other municipalities, as well as input from the public. This updated plan will be submitted to the Town of Eaton for approval before being forwarded to FEMA.