

# MADISON COUNTY HAZARD MITIGATION PLAN 2015

## Chapter 2: Planning Process

### Introduction

This section includes a description of the planning process used to update the 2008 Madison County Hazard Mitigation Plan (HMP), including how it was prepared, who was involved in the process, and how the public was involved.

To ensure that the plan met the requirements of the DMA 2000, as well as to assure that the planning process would have the broad and effective support of the participating jurisdictions, regional and local stakeholders and the public, an approach to the planning process and plan documentation was developed to achieve the following:

- The plan will be multi-jurisdictional, with the intention of including all municipalities within the County. Madison County invited all jurisdictions to join them in the development of this HMP update. To date, all municipalities have participated in the 2013 plan update as indicated in Table 1 below.

### Key Contributors

The geographic scope of this plan is the entirety of Madison County with a more intense focus on areas: where assets are most at risk from flooding; where future construction or reconstruction of existing development should be encouraged or discouraged; or where key investment to improve the local economy can be instituted.

These areas include the Villages of Canastota, Cazenovia, Chittenango, DeRuyter, Earlville, Morrisville, Munnsville, Wampsville, the Hamlet of Poolville, the City of Oneida, and the Town of Hamilton. 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.

At the beginning of the of the Hazard Mitigation Plan update cycle in 2013, efforts were paused to deal with the severe flooding events during the months of June and July, the most severely impacted communities included the City of Oneida, Village and Town of DeRuyter, and the Town of Eaton.

Table 1: Participating Madison County Jurisdictions

Jurisdictions	
Town of Brookfield	Town of Sullivan
Town of Cazenovia	Village of Canastota
Town of DeRuyter	Village of Cazenovia
Town of Eaton	Village of Chittenango
Town of Fenner	Village of DeRuyter
Town of Georgetown	Village of Earlville
Town of Hamilton	Village of Hamilton
Town of Lebanon	Village of Madison
Town of Lenox	Village of Morrisville
Town of Lincoln	Village of Munnsville
Town of Madison	Village of Wampsville
Town of Nelson	City of Oneida
Town of Smithfield	Madison County
Town of Stockbridge	

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

Table 2: Key Contributors

Municipality/Organization	Primary Name/Title	Secondary Name/Title
Madison County Sheriff	Alan Riley, Sheriff	John Ball, Undersheriff
Madison County Planning	Scott Ingmire, Director	
Madison County EM	Joe DeFrancisco, Emergency Mgr.	
Madison County Highway	Joe Wisinski, Superintendent	
Village of Canastota	Carla DeShaw, Mayor	Larry Carpenter, Administrator
Village of Cazenovia	Kurt Wheeler, Mayor	William Carr, Public Works Sup.
Village of Chittenango	Ronny Goeler, Mayor	Robert Freunscht, Administrator
Village of DeRuyter	Travis Marshall, Mayor	Randy Coolbaugh, Water Works Sup.
Village of Earlville	William Excell, Mayor	Marc Tucker, Highway Sup.
Village of Hamilton	Robert McVaugh, Mayor	Sean Graham, Administrator
Village of Madison	Barbara Clark, Mayor	Tim Cowan, Code Enforcement
Village of Morrisville	Mark Shepard, Mayor	Ray Heh, Public Works Sup.
Village of Munnsville	Richard Snider, Mayor	Tim Cowan, Code Enforcement
Village of Wampsville	John Clute, Mayor	
Town of Brookfield	John Salka, Supervisor	Robert Piersma, Highway Sup.
Town of Cazenovia	William Zupan, Supervisor	Tim Hunt, Highway Sup.
Town of DeRuyter	Daniel Degear, Supervisor	Walter Cook, Highway Sup.
Town of Eaton	Cliff Moses, Supervisor	Larry Phillips, Highway Sup.
Town of Fenner	Dave Jones, Supervisor	Frank Hyatt, Highway Sup.
Town of Georgetown	Pete Walrod, Supervisor	Howard Hunter, Highway Sup.
Town of Hamilton	Walter Jaquay, Supervisor	Walter Jones, Highway Sup.
Town of Lebanon	James Goldstein, Supervisor	Alex Hodge, Highway Sup.
Town of Lenox	John Pinard, Supervisor	Tony Cesario, Highway Sup.
Town of Lincoln	Darrin Ball, Supervisor	Tony Domenicone, Highway Sup.
Town of Madison	Ron Bono, Supervisor	Roy Kirley, Highway Sup.
Town of Nelson	Roger Bradstreet, Supervisor	John Sevier, Highway Sup.
Town of Smithfield	Richard Bargabus, Supervisor	Dan Davis, Highway Sup.
Town of Stockbridge	Alexander Stepanski, Supervisor	Peter Kiehn, Highway Sup.
Town of Sullivan	John Becker, Supervisor	Elwin Centner, Highway Sup.
City of Oneida	A. Max Smith, Mayor	John Raucher, City Engineer

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.

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

The process of updating this plan restarted in 2014, input was received from the County Sheriff's Department, County Highway Department, County Emergency Management Office, County Planning Department and the Madison/ Oneida Chapter of the American Red Cross.

Drafts of this plan were submitted to the above entities for review. Additional Input to this report was provided by Anne Saltman, Central New York Regional Planning and Development Board; Ron Raymond, New York State Emergency Management Office; Laurie Fuess, USDA Farm Service Agency; Paul Wrege, USDA Animal and Plant Health Inspection Service; James Brewster, National Weather Service. Anne Saltman provided information on Flood mitigation. Laurie Fuess provided information on Drought and Extreme Temperatures. Paul Wrege provided information on Infestation and animal epidemic. James Brewster provided information on Severe Storms, Winter Storms, and Flooding.

Table 3: Planning Committee Members

Municipality/Organization	Name	Title
Oneida Savings Bank	Michael Kallet	Co-Chair
City of Oneida	Marianne Simberg	Co-Chair
Madison County Sheriff's Office	John Ball, Undersheriff	Member
Community Action Partnership	Julie Dale	Member
Madison County Emergency Preparedness Office	Joseph DeFrancisco, Preparedness Manager	Member
Madison County IDA	Kipp Hicks, Director	Member
Madison County Planning Office	Scott Ingmire, Director	Member
Madison County Soil & Water Conservation District	Steve Lorraine, Manager	Member
City of Oneida	John Raucher, Engineer	Member
City of Oneida Planning	Cassie Rose, Planning & Development	Member
Madison County Highway Department	Joe Wisinski, Superintendent	Member

The approach in Madison County following the 2013 storms was two-pronged, focusing first on identification of remaining recovery needs, and then on developing countywide long-term resiliency strategies and actions. Planning Committee meetings were held, during which Planning Committee members worked with the State's 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 the storms. These reports, published in early April included descriptions of recovery projects and their estimated costs and project benefits.

The Planning Committee then looked more closely at where storm damages occurred; what assets are at risk; and how the risk to those assets can be reduced or eliminated. They describe in this plan the strategies they will use to avoid future damages a list of actions to implement those strategies.

Throughout the update process, Steve Lorraine, District Manager from the Madison County Soil & Water Conservation District met with Board members and highway superintendents from the County's various Towns and Villages. Below is a record of those meetings:

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

Table 4: MITIGATION PLANNING ACTIVITIES

Date	Description	Participants
9/25/2013	Spoke with Margaret Miller, Mayor V/Hamilton, she has the plan and will review and return comments.	Steve Lorraine, SWCD met with Sam Cooper, Public Works on 12/3/13, revisions submitted.
10/14/2013	Spoke with Deb Clarke, Town of Eaton. She will contact Cliff Moses to review plans	Steve Lorraine, SWCD, Deb Clarke, Town of Eaton.
12/3/2013	Met with Bill to discuss updates and additions Village of Cazenovia subsection.	William Carr, Public Works Sup and Steve Lorraine, Manager SWCD
12/4/2013	Met with Sam Cooper, Village of Hamilton Public Works, to discuss updates and additions.	Sam Cooper, Steve Lorraine, Mgr. SWCD
9/26/2014	Met with Sandra Eaton, Mayor of the Village of Wampsville to discuss any issues with their subsection	Sandra Eaton, Mayor, Steve Lorraine, SWCD
10/9/2014	Met with the Madison Village Board to discuss any issues and changes to the V/Madison sub-section.	Barbara Clark, Mayor, Steve Lorraine, SWCD, Village Board
11/6/2014	Met with the Town of Lincoln Board to discuss status of current plan and needs for updating	Darrin Ball, Supervisor, Steve Lorraine, SWCD
1/30/2015	Met with John Raucher, City Engineer, Oneida to discuss mitigation plans	John Raucher, City Engineer, Steve Lorraine, SWCD
1/29/2015	Met with Ron Bono, Supervisor, Town of Madison to discuss updates in the mitigation plan.	Ron Bono, Supervisor, Steve Lorraine, Mgr. SWCD
2/11/2015	Met with Scott Henderson, Town of Lenox Codes to discuss updates to their mitigation plans.	Scott Henderson, Town of Lenox CEO, Steve Lorraine, Mgr. SWCD
2/12/2015	Met with Dan Degear, Town of DeRuyter Supervisor to review updates and changes to the Towns mitigation subsection.	Dan Degear, Town Supervisor, Steve Lorraine, Mgr. SWCD
2/17/2015	Met with Town of Georgetown Board to review the town's hazard mitigation plan.	Pete Walrod, Town of Georgetown and town board, Steve Lorraine, Mgr. SWCD

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

2/18/2015	Met with Town of Sullivan Board to discuss any updates or changes to the mitigation plan.	John Becker, Supervisor, Town of Sullivan Board, Frank Parks, Sullivan Planning Board Chairman, Steve Lorraine, SWCD
2/28/2015	Mark Sheppard, Mayor of Morrisville, sent plan revisions.	Steve Lorraine. Mgr. SWCD
3/2/2015	Sent revised subsection of Munnsville plan to the clerk for the board's review.	Steve Lorraine. Mgr. SWCD
3/2/2015	Mailed Marshall Travis the Village of DeRuyter subsection for updates and additions.	Travis Marshall, Mayor, Steve Lorraine, Manager SWCD
3/3/2015	Met to review mitigation plan updates and additions to Village of Canastota subsection.	Larry Carpenter, Village Administrator and Steve Lorraine, Director for SWCD
3/3/2015	Unable to schedule a meeting to review mitigation plan updates and additions to Village of Hamilton subsection with Mayor Schwartz, emailed their subsection for her review. Spoke with village clerk	Response emailed to Steve Lorraine, Manager SWCD on 3/8/2015 with updates
3/10/2015	Met with Ronny Goeler and Bob Freunsch to discuss updates and additions to Village of Chittenango subsection.	Ronny Goeler, Mayor, Bob Freunsch, Administrator, and Steve Lorraine, Manager SWCD
4/15/2015	Met with Gerry Hayes, representing Mayor Excell from V/Earlville, to discuss progress on previously planned projects and any new concerns to be listed in the Village of Earlville Sub-section..	Gerry Hayes, Village of Earlville, and Steve Lorraine
4/15/2015	Meeting with Peter Kiehn, Town of Stockbridge Highway Sup regarding any updates, additions or changes to the mitigation plan.	Peter Kiehn, Stockbridge Highway Sup, Steve Lorraine, SWCD
4/27/2015	Met with Tim Hunt, Town of Cazenovia Highway Superintendent to review changes in their mitigation plan.	Tim Hunt, Town of Cazenovia, Steve Lorraine, Mgr. SWCD
4/30/2015	Meeting with John Sevier, Town of Nelson Highway Superintendent, to review any changes to the town's hazard mitigation plan.	John Sevier, Highway Sup and Steve Lorraine, SWCD

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

5/6/2015	Met with Dave Jones, Town Supervisor for the Town of Fenner to discuss Updates to the town's mitigation efforts. He asked me to follow-up with Frank Hyatt, Highway Superintendent.	Dave Jones, Supervisor, and Steve Lorraine, Mgr. SWCD.
5/27/2015	Met with Alex Hodge, Town of Lebanon Highway Sup., to discuss changes, updates and additions to the mitigation plan.	Alex Hodge, Highway Sup., and Steve Lorraine, Mgr. SWCD
6/4/2015	Meeting with Dan Davis, town of Smithfield Highway Sup. To discuss updates to the town's mitigation plans.	Dan Davis. Smithfield Highway Sup & Steve Lorraine
6/8/2015	Met with Roy Kirley, Highway Sup Town of Madison, to finalize details to mitigation plan.	Roy Kirley, Town of Madison Highway, Steve Lorraine, Mgr. SWCD
6/9/2015	Met with John Salka, Supervisor to discuss mitigation plan updates for the Town of Brookfield.	John Salka, Town Supervisor & Steve Lorraine, Mgr. SWCD

### Plan Adoption

Adoption by the local governing bodies demonstrates the commitment of Madison County and each participating jurisdictions to fulfill the mitigation goals and objectives outlined in the Plan. Adoption legitimizes the Plan and authorizes responsible agencies to execute their responsibilities.

Following FEMA’s review and designation of this plan as “Approvable Pending Adoption”, the plan will be presented to the boards of each municipality, including county, town and villages, for formal approval. At this point FEMA will formally approve the plan for the adopting jurisdictions and the jurisdiction will be eligible for FEMA mitigation grant funding. The five year life for this plan will begin with the date the first jurisdiction adopts their plan, after five years the process of updating the plan begins again.

### Public Engagement Process

Governor Cuomo has been a strong proponent of bottom-up, community-driven planning; in other words, the real “experts” are the residents of the communities that have been confronted first-hand by these natural disasters. A critical component, therefore, of the NYRCR Program is the exchange of information between the Committee, the State, the Consultant Team, and the public to identify needs, opportunities, strategies, and solutions that are likely to carry Community support. The public in this case is defined as area residents, employees, civic groups, neighborhood and homeowner associations, environmental and other interest groups, business interests, governmental agencies, educational,

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

medical, religious, and other institutions, the media, elected/appointed officials, as well as other stakeholders who express interest in the process.

As part of its Public Engagement strategy, the Committee:

- Established the means to engage and facilitate information sharing with the public throughout the development of the NYRCR Plan
- Educated the public and elicited public comments and suggestions regarding all aspects of the Plan within the NYRCR Communities
- Employed outreach techniques that allowed for collection and coordination of public communication and comments

The Committee utilized a number of dissemination techniques to achieve a thorough, responsive, open, and transparent communication process. Planning Committee Meetings were held on a regular basis. Committee Members discussed agenda items and reached consensus on topics such as the Community vision statement, critical assets and risks, Community needs and opportunities, public event planning and feedback, NYRCR Conceptual Plan development, strategies, projects, and costs.

The following Madison County Committee meetings were held at the Madison County Office Complex, Building #4, in Wampsville, NY:

- Committee Meeting 1, Friday, March 14, 2014, 10:30 AM
- Committee Meeting 2, Wednesday, March 26, 2014, 10:00 AM
- Committee Meeting 3, Monday, April 7, 2014, 10:00 AM
- Committee Meeting 4, Monday, April 28, 2014, 2:00 PM
- Committee Meeting 5, Tuesday, May 20, 2014, 10:00 AM
- Committee Meeting 6, Tuesday, June 17, 2014, 2:00 PM
- Committee Meeting 7, Tuesday, July 22, 2014, 2:00 PM

All Committee Meetings were open to the public, with meeting dates and times posted on the NYRCR website (<http://www.stormrecovery.ny.gov/nyrcr>).

### Public Engagement

While the Committee represents the interests of many, it was important to provide opportunities for the public to participate in the development of the Plan.

#### Public Engagement Events

Each Public Engagement Event included a presentation of work done to date and an opportunity for attendees to provide feedback. Each Public Engagement Event was preceded by public notice (including press releases, announcements, individual mailings, and other appropriate means) and outreach to underserved communities and displaced stakeholders. At each Event, information was gathered from those attending and feedback was collected for inclusion in the ongoing planning process. Public Engagement Events were scheduled to coincide with major milestones. Event materials were available in English and if requested, in Spanish. Presentation materials were developed for each event that illustrated the key points of the information presented using plain language, graphics, simulations, etc.

The process included a series of three Public Engagement Events:

1. To identify recovery projects, the Community visioning process and Community assets

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

2. To define the Community Vision and solicit initial input on the asset inventory and assessment of risk to Community assets
3. To solicit input from the public concerning the content of the Final Resiliency Plan

Outreach for Public Engagement Events included: posting on the State NYRCR webpage and other electronic media; ads in weekly print media when time and budget allows; flyers and posters at strategic locations throughout the community including libraries, community centers, and other centers of activity; e-mails and/or texts to lists available from community leaders and organizations. Outreach also included requests to Community organizations to post information on their websites. Phone calls were made to elected officials and other key players in the local residential and business community and calls to each Committee member to assist them with their outreach effort (e.g., calls/e-mails to their contacts and announcements at their events).

Each Public Engagement Event was formatted as an open house that the public could attend during any part of the allotted two hours. Stations were positioned around the room for the various topics. Committee members, municipal representatives, State planners, and the NYRCR Consultant Team were present at each station to provide opportunity for the Community to exchange ideas in a comfortable setting. This structure provided an opportunity for each attendee to work within their own schedule and comment on all or some of the specific aspects of the process in a meaningful way.



*Community members at a Public Engagement Event*

As the project progressed, the public was presented with maps, a geographic scope, Community assets, risk to assets, and a vision statement, needs and opportunities, strategies and projects that had been vetted and/or created by the Committee. The desired outcome of each Public Engagement Event was to obtain the public's reactions and feedback to the Committee's work in order to incorporate their input. Comments were provided to the Committee for review. The Committee reviewed the public's feedback and incorporated it into the NYRCR Plan. The schedule for the first three Public Engagement Events was as follows:

### **Event #1, Tuesday, March 25, 2014**

## MADISON COUNTY HAZARD MITIGATION PLAN 2015

This public open house workshop was held on March 25, 2014, from 6:30pm-8:30pm at Morrisville State College and focused on identifying recovery projects, the Community visioning process and Community assets. The attendees were greeted by State Planners and Committee members, provided with an overview of the NYRCR planning process, and were given several opportunities to interact with and provide feedback on the planning work to date. These included opportunities to create a Community “word cloud,” review and identify Community assets, and provide comments on the identified recovery projects.

### **Event #2, Monday, April 28, 2014**

This public open house workshop was held on April 28, 2014, from 5:30pm-7:30pm at the Madison-Oneida BOCES Transportation Center and focused on gathering the public’s knowledge, experience, and recommendations that are essential in the development of the NYRCR Plan. The public was invited to provide input on the New York Rising Community Reconstruction (NYRCR) Planning Committee’s work to date, including the draft Community Vision, Community Assets, and Needs and Opportunities.

### **Event #3, Tuesday, July 15, 2014**

This public open house workshop was held on July 15, 2014, from 5:30pm-7:30pm at the Kallet Theater on Main Street in the City of Oneida and focused on presenting the risk assessment and additional resiliency strategies that are included in the Countywide Resiliency Plan. Members of the public were invited to provide input on the identified projects and the risk assessment maps presented.

Approximately 20 Community members attended the event.

Sections of the updated draft plan, as available, have been posted to the public website since November 2015 for public review and comment. The completed draft was published in January 2016, including all draft municipal annexes. This was an opportunity for public comment of the draft plan update before it went under review by NYS DHSES and FEMA Region II. All public comments were directed to the Madison County Emergency Management Office for collection and review by the Planning Committee.

Contiguous counties were contacted via mail/email for review and comment. Any comments will be incorporated into the plan before submittal to FEMA.

In order to facilitate coordination and communications between the Planning Committee and citizens and further involve the public in the planning process, the draft plan will be available to the public through a variety of venues, including the project website, <https://www.madisoncounty.ny.gov/emergency-management/madison-county-hazard-mitigation-plan-2016-update>. A printed version of the plan will be maintained and made available for public inspection at the Madison County Emergency Management Office, located at 138 N. Court St, Building 4, Wampsville, NY.

# MADISON COUNTY HAZARD MITIGATION PLAN 2015



Screenshot of Madison County Hazard Mitigation Plan Website

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