

Section 1. Introduction

1.1 BACKGROUND

In response to the requirements of the Disaster Mitigation Act of 2000 (DMA 2000), Allegany County (and its towns and villages) developed this All-Hazard Mitigation Plan (HMP), which is an update of the 2011 Allegany County Multi-Jurisdictional HMP. DMA 2000 amends the Stafford Act and is designed to improve planning for, response to, and recovery from disasters by requiring state and local entities to implement pre-disaster mitigation planning, and develop HMPs. The Federal Emergency Management Agency (FEMA) has issued guidelines for HMPs, and the New York State Division of Homeland Security and Emergency Services (NYS DHSES) also supports plan development for jurisdictions in New York State.

Specifically, DMA 2000 requires that states, with support from local governmental agencies, update HMPs on a 5-year basis to prepare for and reduce the potential impacts of natural hazards. DMA 2000 is intended to facilitate cooperation between state and local authorities, prompting them to work together. This enhanced planning process will better enable local and state governments to convey their particular needs for mitigation, resulting in faster allocation of funding and more effective risk reduction projects.

Hazard Mitigation is any sustained action taken to reduce or eliminate the long-term risk and effects that can result from specific hazards.

FEMA defines a **Hazard Mitigation Plan** as the documentation of a state or local government evaluation of natural hazards and the strategies to mitigate such hazards.

1.1.1 DMA 2000 Origins -The Robert T. Stafford Disaster Relief and Emergency Assistance Act

In the early 1990s, a new federal policy regarding disasters began to evolve. Rather than simply reacting whenever disasters strike communities, the federal government began encouraging communities to first assess their vulnerability to various disasters and proceed to take actions to reduce or eliminate potential risks. The policy is based on the logic that a disaster-resistant community can rebound from a natural disaster with less loss of property or human injury, at much lower cost and, consequently, more quickly than a community that has not planned for a disaster. Moreover, other costs associated with disasters are minimized, such as the time lost from productive activity by business and industries.

DMA 2000 provides an opportunity for states, tribes, and local governments to take a new and revitalized approach to mitigation planning. DMA 2000 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act by repealing the previous mitigation planning provisions (Section 409) and replacing them with a new set of requirements (Section 322). Section 322 sets forth the requirements that communities evaluate natural hazards within their respective jurisdictions and develop an appropriate plan of action to mitigate those hazards, while emphasizing the need for state, tribal, and local governments to closely coordinate mitigation planning and implementation.

The **Federal Emergency Management Agency** (FEMA) estimates that for every dollar spent on damage prevention (mitigation), twice that amount is saved by not having to perform post-disaster repairs.

The amended Stafford Act requires that each local jurisdiction identify potential natural hazards to the health, safety, and well-being of its residents, and identify and prioritize actions that can be taken by the community to mitigate those hazards before disaster strikes. For communities to remain eligible for hazard mitigation assistance from the federal government, they must first prepare, and then maintain and update an HMP.

Responsibility for fulfilling the requirements of Section 322 of the Stafford Act and administering the FEMA Hazard Mitigation Program has been delegated to the State of New York, specifically to NYS DHSES. FEMA also provides support through guidance, resources, and plan reviews.

1.1.2 Benefits of Mitigation Planning

The planning process will help prepare citizens and government agencies to better respond when disasters occur. In addition, mitigation planning allows Allegany County as a whole (as well as the participating towns and villages) to remain eligible for grant funding for mitigation projects that will reduce the monetary impact of future disaster events. The long-term benefits of mitigation planning include:

- An increased understanding of hazards faced by Allegany County communities
- A more sustainable and disaster-resistant community
- Financial savings through partnerships that support planning and mitigation efforts
- Focused use of limited resources on hazards that may have the biggest impact on the community
- Reduced long-term impacts and damage to human health and structures, and, therefore, reduced repair costs

1.1.3 Organizations Involved in the Mitigation Planning Effort

Allegany County and the participating jurisdictions intend to implement this HMP with full coordination and participation of county and local departments, organizations, and groups, as well as by coordinating with relevant state and federal entities. Coordination helps to ensure that stakeholders have established communication channels and relationships necessary to support mitigation planning and mitigation actions described in Section 6 and in the jurisdictional annexes in Section 9. In addition to Allegany County, all 39 local jurisdictions have participated in the planning process. Allegany County jurisdictions are listed in Table 1-1 and presented in Figure 1-1.

Table 1-1. Participating Jurisdictions in Allegany County

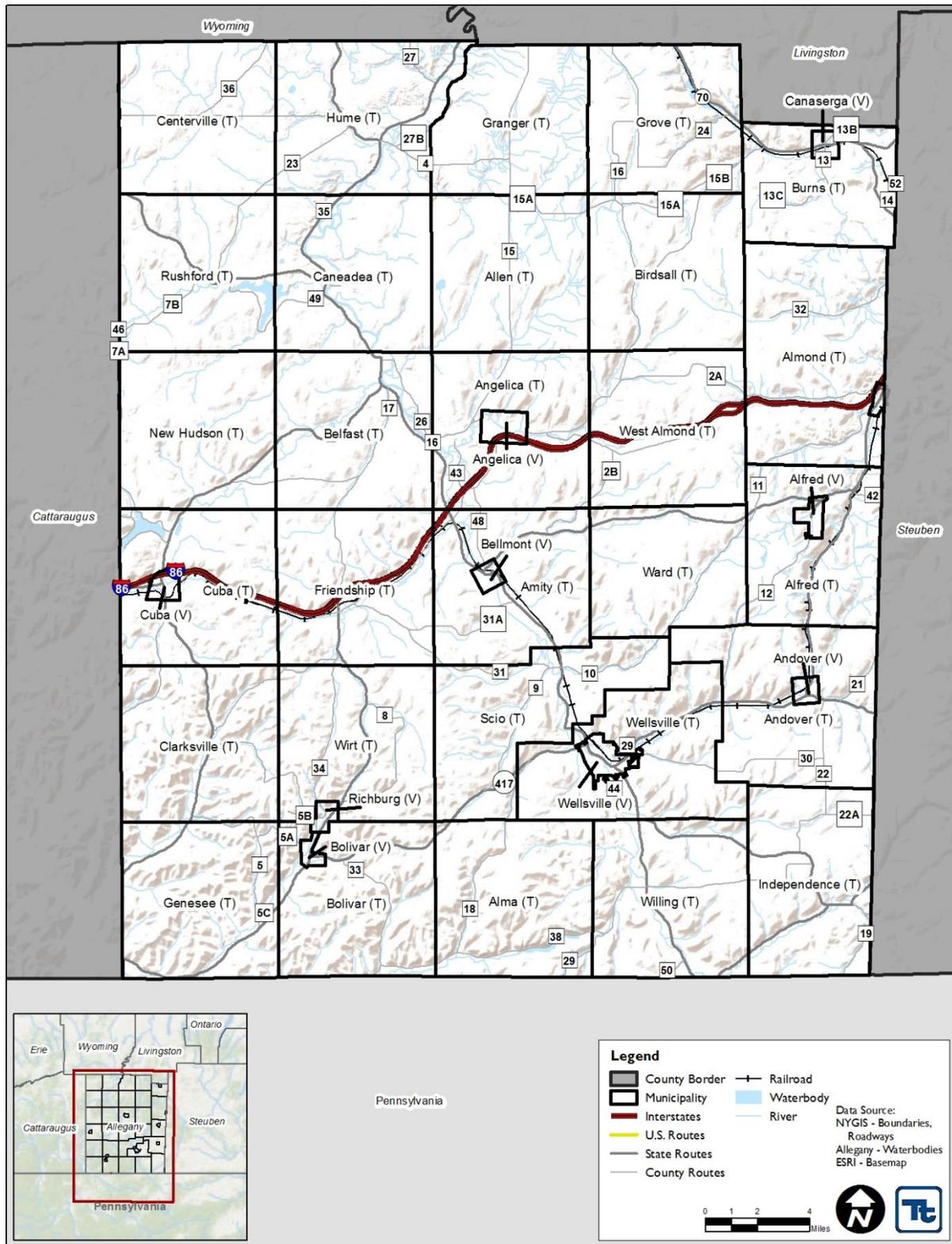
Jurisdictions		
Allegany County	Town of Birdsall	Town of Hume
Town of Alfred	Town of Bolivar	Town of Independence
Village of Alfred	Village of Bolivar	Town of New Hudson
Town of Allen	Town of Burns	Town of Rushford
Town of Alma	Village of Canaseraga	Village of Richburg
Town of Almond	Town of Caneadea	Town of Scio
Village of Almond	Town of Centerville	Town of Ward
Town of Amity	Town of Clarksville	Town of Wellsville
Town of Andover	Town of Cuba	Village of Wellsville
Village of Andover	Village of Cuba	Town of West Almond
Town of Angelica	Town of Friendship	Town of Willing
Village of Angelica	Town of Genesee	Town of Wirt
Town of Belfast	Town of Granger	--
Village of Belmont	Town of Grove	--

Multiple Agency Support for Hazard Mitigation

The primary responsibility for the development and implementation of mitigation strategies and policies lies with local governments. However, local governments do not work alone; various partners and resources at the regional, state, and federal levels are available to assist communities in the development and implementation of mitigation strategies. Within New York State, NYS DHSES is the lead agency providing hazard mitigation planning assistance and guidance to local jurisdictions. In addition, FEMA provides grants, tools, guidance, and training to support mitigation planning.

Additional input and support for this planning effort was obtained from a wide range of agencies as well as through public involvement (as discussed in Section 3). Under the project management of the Allegany County Office of Emergency Management and Fire (OEM), the Allegany County Hazard Mitigation Team, and the Planning Partnership provided oversight for the preparation of this plan. Details regarding the roles and responsibilities of the Hazard Mitigation Team and Planning Partnership are further discussed in Section 3. The Hazard Mitigation Team includes representatives from the County OEM, Planning Department, Department of Public Works, Highway Superintendents Association, Soil and Water Conservation District, and Department of Health. The Hazard Mitigation Team has been formed as a leadership group to plan, guide, expedite, and implement the planning process. A list of Hazard Mitigation Team and Planning Partnership members is provided in Section 3.

Figure 1-1. Allegany County, New York, Mitigation Plan Area



Sources: Allegany County 2016

This HMP was prepared in accordance with the following regulations and guidance:

- NYS DHSES “Hazard Mitigation Planning Standards,” June 2014
- FEMA “Local Mitigation Planning Handbook,” March 2013
- FEMA “Integrating Hazard Mitigation into Local Planning,” March 2013
- Local Mitigation Plan Review Guide, October 1, 2011
- DMA 2000 (Public Law 106-390), October 30, 2000
- 44 Code of Federal Regulations (CFR) Parts 201 and 206 (including: Feb. 26, 2002; Oct. 1, 2002; Oct. 28, 2003; and Sept. 13, 2004 Interim Final Rules)
- FEMA. 2004. “How-To Guide for Using HAZUS-MH for Risk Assessment.” FEMA Document No. 433. February
- FEMA Mitigation Planning How-to Series (FEMA 386-1 through 4, 2002)
- FEMA “National Flood Insurance Program Community Rating System Coordinator’s Manual.” 2013

Table 1-2 summarizes the requirements outlined in the DMA 2000 Interim Final Rule and lists the section in which each of these requirements is addressed in this HMP.

Table 1-2. FEMA Local Mitigation Plan Review Crosswalk

Plan Criteria	Primary Location in Plan
Prerequisites	
Adoption by the Local Governing Body: §201.6(c)(5)	Volume I, Section 2.0; Appendix A
Compliance with NYS DHSES Hazard Mitigation Planning Standards	Volume I, Section 1.0
Planning Process	
Documentation of the Planning Process: §201.6(b) and §201.6(c)(1)	Volume I, Section 3.0
Risk Assessment	
Identifying Hazards: §201.6(c)(2)(i)	Volume I, Section 5.2
Profiling Hazards: §201.6(c)(2)(i)	Volume I, Section 5.4
Assessing Vulnerability: Overview: §201.6(c)(2)(ii)	Volume I, Section 5.4
Assessing Vulnerability: Identifying Structures: §201.6(c)(2)(ii)(A)	Volume I, Sections 4.0 and 5.4
Assessing Vulnerability: Estimating Potential Losses: §201.6(c)(2)(ii)(B)	Volume I, Section 5.4
Assessing Vulnerability: Analyzing Development Trends: §201.6(c)(2)(ii)(C)	Volume I, Section 4.0; Section 9 Annexes
Mitigation Strategy	
Local Hazard Mitigation Goals: §201.6(c)(3)(i)	Volume I, Section 6.0; Volume II, Section 9 Annexes
Identification and Analysis of Mitigation Actions: §201.6(c)(3)(ii)	Volume I, Section 6.0; Volume II, Section 9 Annexes
Implementation of Mitigation Actions: §201.6(c)(3)(iii)	Volume I, Section 6.0; Volume II, Section 9 Annexes
Multi-Jurisdictional Mitigation Actions: §201.6(c)(3)(iv)	Volume I, Section 6.0; Volume II, Section 9 Annexes
Plan Maintenance Process	
Monitoring, Evaluating, and Updating the Plan: §201.6(c)(4)(i)	Volume I, Section 7.0
Incorporation into Existing Planning Mechanisms: §201.6(c)(4)(ii)	Volume I, Section 7.0; Volume II, Section 9 Annexes
Continued Public Involvement: §201.6(c)(4)(iii)	Volume I, Section 7.0

Organization

The Allegany County Hazard Mitigation Plan has been organized into a two-volume plan to facilitate use of this plan as a resource. The plan provides a detailed review and analysis of each hazard of concern, resources, and demographics of Allegany County and participating municipalities.

Volume I is intended for use as a resource for ongoing mitigation analysis. Volume II consists of annexes, which are dedicated to each participating jurisdiction. Each annex summarizes the jurisdiction's legal, regulatory, and fiscal capabilities; describes vulnerabilities to natural hazards; presents status of past mitigation actions; and provides an individualized mitigation strategy. The annexes are intended to be used as an expedient resource for each jurisdiction when implementing mitigation projects and exploring future grant opportunities.

Hazards of Concern

Allegany County and participating jurisdictions reviewed the natural and manmade hazards that caused measurable impacts in the planning area, and updated the list of hazards of concern based on events, losses, and information available since the 2011 plan. Allegany County and participating jurisdictions evaluated the risk and vulnerability to the assets of each participating jurisdiction presented by each hazard of concern. Although the resulting hazard risk rankings varied for each jurisdiction, the summary risk rankings corresponded with that of Allegany County and are indicated in each jurisdictional annex. The hazard risk rankings were used to focus and prioritize individual jurisdictional mitigation strategies.

Goals and Objectives

The plan has incorporated mitigation goals and objectives as a basis for the planning process, and to guide the selection of appropriate mitigation actions addressing all hazards of concern. This updated plan presents revised 2011 goals and objectives, as identified in Section 6.

Plan Integration into Other Planning Mechanisms

Effective mitigation is achieved when hazard awareness and risk management approaches and strategies become an integral part of public activities and decision-making processes. Within the county, many existing plans and programs support hazard risk management. Therefore, it is critical that this hazard mitigation plan integrates and coordinates with and complements those mechanisms.

The “Capability Assessment” section of Section 6 (Mitigation Strategy) provides a summary and description of the existing plans, programs, and regulatory mechanisms at all levels of government (federal, state, county, and local) that support hazard mitigation within the county. Chapter 9, which consists of each jurisdictional annex, identified ways in which the county and each participating jurisdiction have integrated hazard risk management into their existing planning, regulatory, and operational/administrative framework (“integration capabilities”), and provided the means by which they intend to promote this integration (“integration actions”).

Section 7 of this plan presents additional summaries of these continued efforts to develop and promote a comprehensive and holistic approach to hazard risk management and mitigation.

1.1.4 Implementation of the 2011 Plan

Sections 6 and 9 of this plan update provide the status of the mitigation projects originally outlined in the 2011 plan. Numerous projects and programs have already been implemented that have reduced asset vulnerability to hazards. The municipal annexes and plan maintenance procedures have been developed to encourage specific activities (such as review of the HMP during update of codes, ordinances, zoning, and

development) to ensure that a more thorough integration, with its related benefits, will be completed within the upcoming 5-year planning period.

1.1.5 Implementation of the Planning Process

The planning process and findings are to be documented in local HMPs. To support the planning process in developing this HMP Update, Allegany County and the participating jurisdictions have accomplished the following tasks:

- Developed a Hazard Mitigation Team and Mitigation Planning Partnership (Planning Partnership)
- Reviewed the 2011 Allegany County Multi-Jurisdictional HMP
- Identified and reviewed hazards of greatest concern to the community (hazards of concern) to be included in the update
- Profiled hazards of concern
- Estimated the asset inventory at risk and potential losses associated with specific hazards
- Reviewed and updated the mitigation goals and objectives
- Reviewed mitigation strategy and actions outlined in the 2011 HMP to indicate progress
- Developed new mitigation actions to reduce the vulnerability of assets from hazards of concern
- Involved a wide range of stakeholders and the public in the plan update process
- Developed mitigation plan maintenance procedures to be executed after obtaining plan approval of the plan from NYS DHSES and FEMA

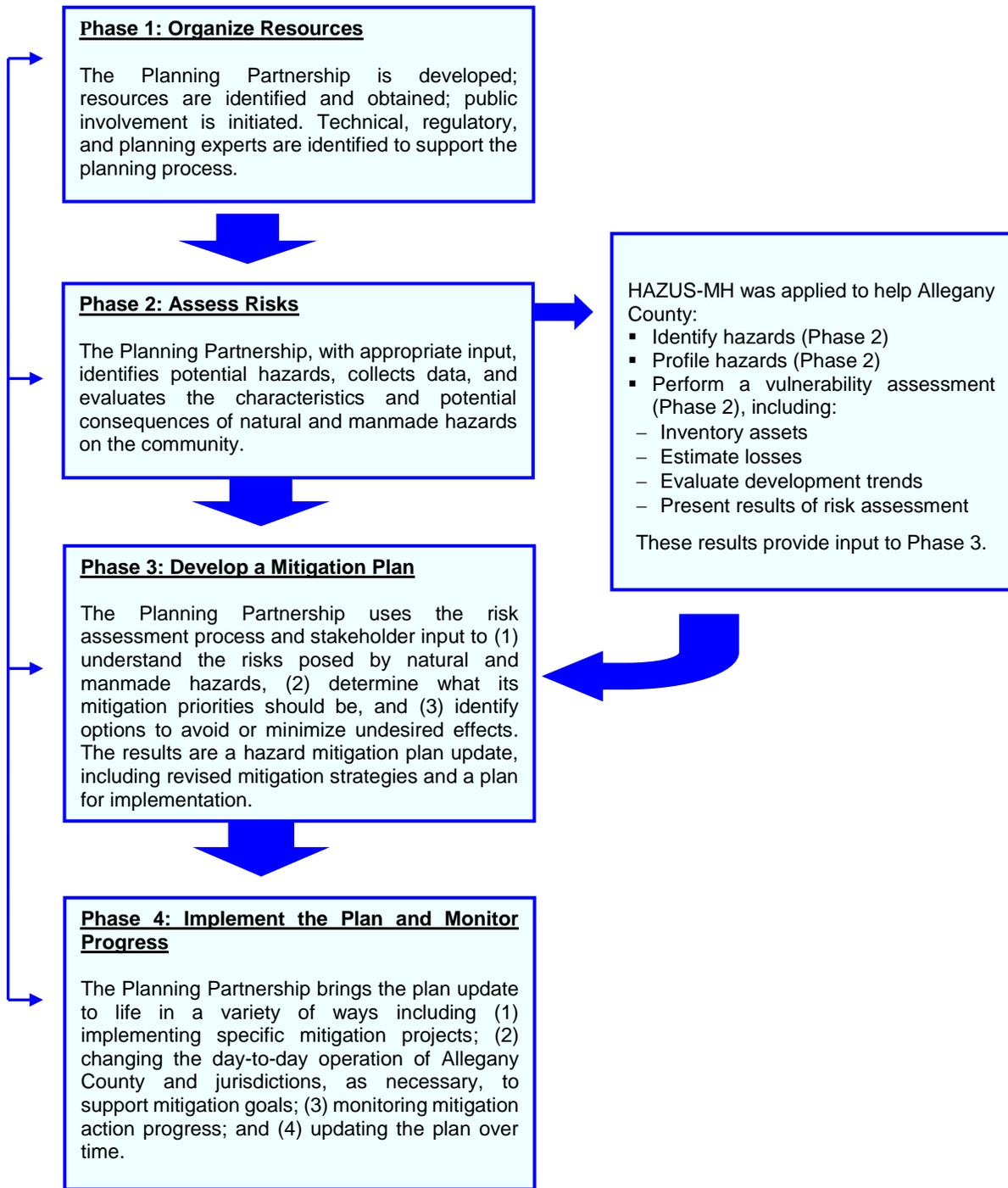
As required by DMA 2000, Allegany County and participating jurisdictions have informed the public and provided opportunities for public comment and input. In addition, numerous agencies and stakeholders have participated as core or support members, providing input and expertise throughout the planning process.

This HMP documents the process and outcomes of the mitigation efforts of Allegany County and its jurisdictions. Documentation indicating that the prerequisites for plan approval have been met is included in Section 2, Plan Adoption. Additional information on the plan update process is included in Section 3, Planning Process.

1.1.6 Organization of This Mitigation Plan

This HMP was organized in accordance with FEMA and NYS DHSES guidance. The structure of this plan follows the four-phase planning process recommended by FEMA, which is summarized in Figure 1-2.

Figure 1-2. Allegany County Hazard Mitigation Planning Process



This HMP is organized into two volumes: Volume I includes all information that applies to the entire planning area (Allegany County); and Volume II includes information specific to the participating jurisdictions within the County.

Volume I of this HMP includes the sections listed below.

Section 1: Introduction: Overview of participants and planning process

Section 2: Plan Adoption: Information regarding the adoption of the plan by Allegany County and each participating jurisdiction

Section 3: Planning Process: A description of the plan methodology and development process, Planning Partnership and stakeholder involvement efforts, and the methods used to incorporate this HMP into existing programs

Section 4: County Profile: An overview of Allegany County, including (1) general information, (2) economy, (3) land-use trends, (4) population and demographics, (5) general building stock inventory, and (6) critical facilities

Section 5: Risk Assessment: Documentation of the hazard identification and hazard risk ranking process, hazard profiles, and findings of the vulnerability assessment (estimates of the impact of hazard events on life, safety, and health; general building stock; critical facilities; and the economy). Also included in this section is a description of the status of local data and planned steps to improve local data to support mitigation planning.

Section 6: Mitigation Strategies: Information regarding the mitigation goals and objectives identified by Allegany County in response to priority hazards of concern

Section 7: Plan Maintenance Procedures: The system established by Allegany County to continue to monitor, evaluate, maintain, and update the HMP

Appendix A: Sample Resolution of Plan Adoption: Documentation that supports the plan approval signatures included in Section 2 of this plan

Appendix B: Meeting Documentation: Includes agendas, attendance sheets, minutes, and other documentation (as available and applicable) of planning meetings convened during the development of the plan

Appendix C: Public and Stakeholder Outreach Documentation: Documentation of the public and stakeholder outreach effort including webpages, informational materials, public and stakeholder meetings and presentations, surveys, and other methods used to receive and incorporate public and stakeholder comments, and use those comments in the plan update process

Appendix D: Action Worksheet Template and Instructions

Appendix E: Plan Review Tools: Includes examples of plan review templates available to support annual plan review, including the plan review document used for the 2011 Allegany County HMP review process, and example FEMA Guidance Worksheets (FEMA 386-4)

Appendix F: Participation Matrix

Appendix G: Critical Facilities: Includes an inventory of all critical facilities within the county, with name, address, and facility type.

Appendix H: Plan Maintenance Checklist: provides an easy-to-use guide for maintaining this HMP over the next five years.

Volume II of this plan includes the following sections:

Section 8: Planning Partnership: Description of the planning partnership and jurisdictional annexes

Section 9: Jurisdictional Annexes: Includes a jurisdiction-specific annex for each participating jurisdiction, and Allegany County, containing their hazards of concern, hazard risk ranking, capability assessments, mitigation actions, action prioritization specific only to Allegany County or that jurisdiction, progress on 2011 mitigation actions, and an overview of 2011 plan integration into local planning processes