



## EXECUTIVE SUMMARY

The 2017 update to the Monroe County Pre-Disaster Mitigation Plan (PDMP), now titled the Monroe County Hazard Mitigation Plan (HMP), was prepared in accordance with the Disaster Mitigation Act of 2000 (DMA 2000). DMA 2000 requires states and local governments to prepare HMPs to remain eligible to receive pre-disaster mitigation grant funds available in the wake of federally declared disasters. **To restate, municipalities that do not participate in this process and do not adopt the resulting HMP will not be eligible to receive future pre-disaster mitigation grant funding (404 grant funds).** Importantly, pre-disaster mitigation grant funds are separate and distinct from federal and state funds available for direct post-disaster relief (i.e., Public Assistance [PA] and Individual Assistance [IA]). Availability of those funds remains unchanged: if a federally declared disaster occurs in Monroe County, affected municipalities will still receive immediate recovery assistance regardless of their participation in this HMP. However, DMA 2000 improves the disaster planning process by (1) increasing requirements for hazard mitigation planning, and (2) necessitating that participating municipalities document their hazard mitigation planning process and identify hazards, potential losses, and mitigation needs, goals, and strategies.

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

FEMA defines a **Hazard Mitigation Plan** as documentation of a state or local government's evaluation of natural hazards, and strategy to mitigate such hazards.

### Monroe County Multi-Jurisdictional Planning Process

Monroe County developed and adopted the Monroe County PDMP in 2010 and 2011. DMA 2000 regulations require that local plans be formally updated and adopted every 5 years, reassessing risk and updating local strategies to manage and mitigate those risks. To comply, Monroe County and inclusive jurisdictions actively participated in the update of the HMP. Extensive outreach efforts by the Monroe County Office of Emergency Management (OEM) resulted in full participation from all municipalities. Upon completion and approval of the HMP, participating jurisdictions will continue to address and implement the findings and recommendations of this HMP.

Table ES-1 lists local governments that actively participated in the HMP update process to achieve or maintain their compliance with DMA 2000 requirements.

**Table ES-1. Participating Jurisdictions in the 2017 Monroe County HMP Update**

Jurisdictions			
Monroe County	Town of Gates	Town of Ogden	Town of Rush
Town of Brighton	Town of Greece	Town of Parma	Village of Scottsville
Village of Brockport	Town of Hamlin	Town of Penfield	Village of Spencerport
Town of Chili	Town of Henrietta	Town of Perinton	Town of Sweden
Village of Churchville	Village of Hilton	Town of Pittsford	Town of Webster
Town of Clarkson	Village of Honeoye Falls	Village of Pittsford	Village of Webster
Town/Village of East Rochester	Town of Irondequoit	Town of Riga	Town of Wheatland
Village of Fairport	Town of Mendon	City of Rochester	



During this HMP update process, Monroe County and the participating jurisdictions accomplished the following:

- Developed a Steering Committee and Planning Committee
- Reviewed and updated the hazards of concern
- Profiled and prioritized these hazards
- Estimated inventory at risk and potential losses associated with these hazards
- Reviewed and updated hazard mitigation goals and objectives
- Reviewed and updated County and local mitigation strategies to address identified risks and vulnerabilities
- Updated and developed maintenance procedures to be executed upon approval of the HMP.

As required by DMA 2000, the participating jurisdictions and Monroe County have informed the public about HMP update efforts, and have provided opportunities for public comment and input regarding the planning process. In addition, numerous agencies and stakeholders have participated as core or support members to provide input and expertise to the planning process. This HMP documents the process and outcomes of the jurisdictions' mitigation planning efforts.

Monroe County and the participating jurisdictions incorporate mitigation planning as an integral component of daily government operations through existing processes and programs. Announcements regarding the planning process were publicized via press release and on the Monroe County HMP website (<http://www.monroecountyhmp.com>). The website also offered the general public and stakeholder groups an opportunity to provide their input through a community survey. The questionnaire asked quantifiable questions about citizen perception of risk, knowledge of mitigation, and support of community programs. Additionally, the HMP was posted and available for review and comment on the County OEM website, and at locations within each town and village and the city. Updates to the HMP will be similarly announced after annual plan reviews and 5-year updates. The County HMP Coordinator at the Monroe County OEM and local planning committee representatives will be responsible for receiving, tracking, and filing public comments regarding this HMP.

### **Monroe County All-Hazard Mitigation Plan Adoption**

Once the Federal Emergency Management Agency (FEMA) formally approves this HMP update, Monroe County and all participating jurisdictions will be required to formally adopt the updated HMP. A sample copy of an adoption resolution is in Appendix A.

### **Monroe County Profile**

According to 2010 U.S. Census data, Monroe County had an estimated population of 744,344. Monroe County includes rural landscapes, residential areas, business districts, commercial and industrial areas, various transportation systems (local and state roadways, railway, etc.), and various terrains and natural features. The Genesee River flows north through the center of the County, emptying into Lake Ontario, the County's northern border. The County's combination of natural and developed features expose it and render it vulnerable to impacts of hazard events.

Development increases population and structures, and therefore, can increase impacts of hazards on a community. For example, heavy development planned for a flood-prone area would likely increase the impact of a flood event on that area.





The HMP provides a general overview of current and anticipated population and land use within the County. This information provides a basis for decisions about types of mitigation approaches to consider and locations at which to apply these approaches. Anticipated population and land use information can also be used to support decisions regarding future development in vulnerable areas. The County and jurisdictions can plan ahead to mitigate increases in vulnerabilities early in the development process or can shift development to areas of lower risk. The Planning Committee will revisit the HMP regularly to: (1) ensure that mitigation actions support sustainability and minimize increased risk, and (2) support implementation and targeting of specific mitigation actions to address potential impacts of development over time.

### Risk Assessment

A key component of an HMP is accurate identification of risks posed by hazards and corresponding impacts on the community. The process of identifying hazards of concern, profiling hazard events, and conducting a vulnerability assessment is known as a risk assessment. The risk assessment portion of the mitigation planning process included the steps shown on Figure ES-1. Each step is summarized below.

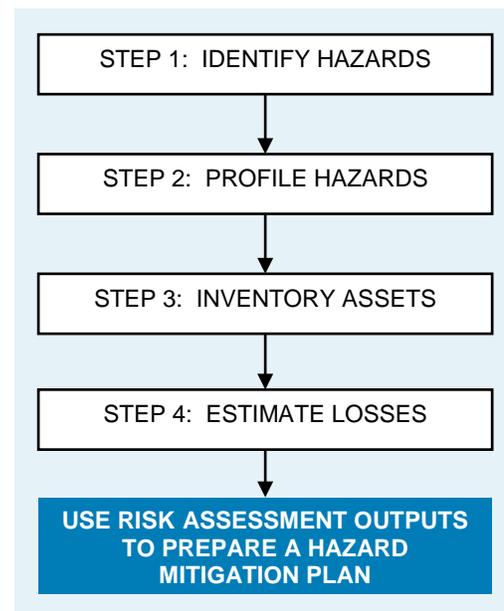
*Step 1:* Identify hazards of concern. Monroe County considered the full range of natural and non-natural hazards that could impact the County, and then identified and ranked hazards of greatest concern. The following list of 13 hazards of concern was selected for further evaluation in the HMP:

- Drought
- Earthquake
- Extreme Temperatures
- Flood
- Infestation
- Landslide
- Severe Storm
- Severe Winter Storm
- Wildfire
- Civil Unrest
- Hazardous Materials
- Terrorism
- Utility Failure.

*Step 2:* Prepare a profile of each hazard of concern. These profiles assist communities in evaluating and comparing hazards that can impact their areas. Each type of hazard has unique characteristics that vary from event to event. That is, impacts associated with a specific hazard can vary depending on the magnitude and location of each event (a hazard event is a specific, uninterrupted occurrence of a particular type of hazard). Further, probability of occurrence of a hazard at a given location affects the priority assigned to that hazard. Finally, each hazard impacts different communities in different ways, depending on geography, local development, population distribution, age of buildings, and mitigation measures already implemented.

*Steps 3 and 4:* Evaluate community assets and identify assets exposed or vulnerable to the identified hazards of concern. Hazard profile information combined with data regarding population, demographics,

Figure ES-1. Risk Assessment Process





general building stock, and critical facilities at risk prepares the community to develop risk scenarios and estimate potential damages and losses from each hazard.

Overall vulnerability of Monroe County to the hazards of concern cannot be underestimated. Frequent severe storms result in wind damage and flooding that affect residents, businesses, and government services. National Flood Insurance Program (NFIP) statistics for the County, as of June 30, 2015, identify approximately 1,800 NFIP policies in force, insuring over \$363 million in property, with total premiums of \$2.1 million annually, and paid claims since 1978 of nearly \$3.4 million.

### Monroe County Mitigation Strategy

Outcomes of the risk assessment, supplemented by community input, provided a basis for reviewing past mitigation actions, future goals, and appropriate local mitigation actions.

### Mission Statement, Goals, and Objectives

The 2011 PDMP specified six over-arching mitigation goals that summarized hazard reduction outcomes the County and participating jurisdictions want to achieve. The Planning Committee reviewed those six mitigation goals, and elected to edit them to the five mitigation goals:

- Coordinate hazard mitigation programs that affect the County.
- Prevent hazards from impacting life, property, and the environment.
- Protect life, property, and the environment from hazard impacts.
- Increase public awareness of hazards, their impacts, and ways to reduce vulnerability.
- Protect, preserve, and restore the functions of natural systems.

The mitigation strategy portion of the HMP includes:

- A summary of past and current mitigation efforts
- Local hazard mitigation goals and objectives
- Identification and analysis of mitigation measures and projects under consideration
- Multi-jurisdictional mitigation strategy (goals and objectives)
- Mitigation action plan (summary of specific actions).

The 2011 PDMP identified 20 objectives intended to meet the six goals of 2011. Those goals, along with their corresponding objectives, guided identification, evaluation, and prioritization of specific mitigation actions. After review of the 2011 objectives, the Planning Committee developed from them a set of 17 objectives that align more closely with the five updated goals.

### Capability Assessment

Capability assessments were prepared by Monroe County and each participating jurisdiction. A capability assessment is an inventory of a community’s missions, programs, and policies, and an analysis of its capacity to implement them. This assessment is an integral part of the planning process. The capability assessment process includes identification, review, and analysis of current local and state programs, policies, regulations, funding, and practices that may either facilitate or hinder mitigation.



By completing these assessments, Monroe County and participating jurisdictions learned how or whether they would be able to implement certain mitigation actions by determining the following:

- Types of mitigation actions that may be prohibited by law
- Limitations that may hinder mitigation actions
- The range of local and/or state administrative, programmatic, regulatory, financial, and technical resources available to assist in implementing their mitigation actions.

Communities within Monroe County updated many of their policies, programs, and plans during the years since the 2011 adoption of the PDMP. Changes have led to a more comprehensive understanding of natural hazards and increased understanding of how to respond when disasters occur.

### **Identification, Prioritization, Analysis, and Implementation of Mitigation Actions**

Monroe County has seen much success in the implementation of the 2011 PDMP, particularly actions that integrate hazard mitigation into jurisdictions' daily operations. Proactive measures such as updates to floodplain management ordinances and other local regulations, and strong pre-disaster preparation, have reduced damages from major disasters.

As part of the planning process for this HMP update, all participating jurisdictions evaluated their risks and known or anticipated losses to the hazards of concern, assessed their capabilities to manage hazard risk, reviewed progress on past mitigation efforts, and identified a comprehensive range of mitigation alternatives and actions they endeavor to implement as resources are identified and available. The HMP identifies all proposed mitigation actions relevant to achievement of the goals and objectives presented above. The County and participating jurisdictions have identified appropriate local mitigation actions, along with hazards mitigated, goals and objectives met, lead agencies, estimated costs, potential funding sources, and proposed timeline. These actions are identified in Volume II, Section 9 for the County and each participating jurisdiction.

### **Plan Maintenance Procedures**

Hazard mitigation planning is an ongoing process. Section 7 of this plan presents procedures for HMP maintenance and updates. The Planning Committee will continue ongoing mitigation efforts to implement the HMP and revise and update the HMP as necessary.

To monitor implementation of the HMP, Planning Committee members will meet annually to discuss the status of HMP implementation, and will prepare a report summarizing the status of the HMP and any needed updates. The mitigation evaluation will address changes as new hazard events occur, as the area develops, and as more is learned about hazards and their impacts. The evaluation will include an assessment of whether the planning process and actions have been effective, whether development or other issues warrant changes to the HMP or its priorities, progress toward achievement of the communities' goals, and whether changes are warranted. The HMP will be updated at a minimum within the 5-year cycle specified by DMA 2000.



**Point of Contact**

---

To request information or provide comments regarding this HMP, please contact the Monroe County Office of Emergency Management:

Mailing Address: Monroe County Office of Emergency Management  
1190 Scottsville Rd., Suite 200  
Rochester, NY 14624

Contact Name: Mr. Timothy Kohlmeier, Emergency Manager

E-mail Address: [TimKohlmeier@monroecounty.gov](mailto:TimKohlmeier@monroecounty.gov)

Telephone: (585) 629-7187