

## Chapter 3: The Planning Process

### SECTION 3.1: THE PLANNING COMMITTEE

The Orleans County Multi-Jurisdictional All-Hazard Mitigation Plan was prepared by the Genesee/Finger Lakes Regional Planning Council (G/FLRPC) under the direction of the Orleans County All-Hazard Mitigation Planning Committee. The planning committee was comprised of representatives from several municipalities, County departments, non-municipal agencies, and state and federal agencies. All planning committee meetings were open to neighboring communities and the general public. The following table lists the key stakeholders that participated in the all-hazard mitigation planning process:

**Table 3.1: Orleans County All-Hazard Mitigation Planning Committee**

<b>ACTIVE (Attended Planning Committee meetings)</b>			
<i>First Name</i>	<i>Last Name</i>	<i>Title</i>	<i>Organization or Municipality</i>
William	Campbell	Councilman	Town of Clarendon
Edward	Morgan	Highway Supt.	Town of Murray
Martin	Busch	Code Enforcement Officer	Village of Medina
William	Eick	Legislator	Orleans Co. Legislature
Paul	Wagner	Director	Orleans Co. Emergency Management Office
Wayne	Hale, Jr.	Director	Orleans Co. Dept. Planning and Development
James	Bensley	Senior Planner	Orleans Co. Dept. Planning and Development
Edward	Houseknecht	Superintendent	Orleans Co. Highway Dept.
Margaret	Wiley	Emergency Preparedness Coordinator	Orleans Co. Health Dept.
James	Kingston	District Field Manager	Soil & Water Conservation District
James	Whipple	Director	Orleans Co. Economic Development Agency
Tango	Hill	Director	Orleans Co. Chamber of Commerce
David	Lange	Resident Engineer	New York State Dept. of Transportation
Frances	Reese	Senior Environmental Scientist	Lu Engineers
Joseph	Bovenzi	Senior Planner	Genesee/Finger Lakes Regional Planning Council
David	Zorn	Executive Director	Genesee/Finger Lakes Regional Planning Council
<b>ACTIVE (Attended County Agency/Non-Municipal meetings)</b>			
<i>First Name</i>	<i>Last Name</i>	<i>Title</i>	<i>Organization or Municipality</i>
Scott	Hess	Sheriff	Orleans Co. Sheriff's Office
Craig	Lape	Director	Orleans Co. Office of Weights & Measures
Charles	Kinsey	Director	Orleans Co. Office of Computer Services
Robert	Harrold	Director	Orleans Co. Real Property Tax Service
Luci	Welch	Director	Orleans Co. Probation Department
Carol	Ludwig	Commissioner	Orleans Co. Dept. of Social Services
Pamela	Canham	Director	Orleans Co. Office for the Aging
Dawn	Dominik		Orleans Co. Office for the Aging
James	Graziano	Director	Orleans Co. Dept. of Mental Health
James	Hancock		Orleans Co. Job Development
John	Mahalko		Medina Memorial Hospital
David	Mergenthaler	Security Specialist	U.S. Coast Guard
<b>ACTIVE (Attended Regional {Municipal} meetings)</b>			
<i>First Name</i>	<i>Last Name</i>	<i>Title</i>	<i>Organization or Municipality</i>
Duane	Delamarter	Code Enforcement Officer	Town of Albion
Michael	Neidert	Trustee	Village of Albion
Ronald	Vendetti	Code Enforcement Officer	Village of Albion & Village of Holley
Mark	Chamberlain	Supervisor	Town of Barre
Dale	Ostroski	Highway Supt.	Town of Barre
Gayle	Ashbery	Supervisor	Town of Carlton

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Steve	Jones	Highway Supt.	Town of Carlton
Richard	Moy	Supervisor	Town of Clarendon
Allen	Robinson	Councilman	Town of Clarendon
Ronald	Mannella	Highway Supt.	Town of Gaines
Lewis	Passarell	Public Works Supt.	Village of Holley
Larry	Grey	Wastewater Plant Operator	Village of Holley
Warren	Kruger	Highway Supt.	Town of Kendall
Mark	Scarr	Mayor	Village of Lyndonville
Terry	Woodworth	Public Works Supt.	Village of Lyndonville
Debra	Miller	Clerk - Treasurer	Village of Lyndonville
Paul	Nowak	Public Works Supt.	Village of Medina
Henry	Lehning	Supervisor	Town of Murray
Brian	Napoli	Supervisor	Town of Ridgeway
Gary	Blackburn	Highway Supt.	Town of Ridgeway
Kenneth	Schaal	Councilman	Town of Shelby
Michael	Fuller	Highway Supt.	Town of Shelby
Don	Lamay	Planning Board member	Town of Yates
Dennis	Montague		Town of Yates
<b>INTERESTED (Received updates, but chose not to attend meetings)</b>			
<i>First Name</i>	<i>Last Name</i>	<i>Title</i>	<i>Organization or Municipality</i>
Radworth	Anderson	Chief, Planning Section	NYS Emergency Management Office
Richard	Minogue		NYS Emergency Management Office
Bill	Clark		NYS Emergency Management Office - Region V
Paul	Wilson		NYS Emergency Management Office - Region V
John	Cecula	Assistant Director	Niagara County Emergency Management Office
Timothy	Yaeger	Coordinator	Genesee County Emergency Management Services
Mary Louise	Meisenzahl	Administrator	Monroe County Office of Emergency Preparedness

All individuals listed above participated in developing the plan by attending planning committee meetings; attending regional and county agency meetings; sitting for interviews if unable to attend regular meetings; providing data and information related to their own areas of expertise, concern and interest; and offering their ideas for specific mitigation projects that were integrated into the Mitigation Strategy (Chapter 8); and reviewing draft versions of the Plan.

The Orleans County Department of Planning and Development provided overall project oversight, including setting the project schedule, arranging and hosting planning committee meetings by setting meeting agendas, dates, times, and locations, and identifying individuals and organizations for participation.

G/FLRPC staff provided technical assistance to the committee members, prepared the maps and carried out the risk assessment analysis (comparison of critical facilities and community assets to hazard areas), and assisted the County Planning and Development Department with the project by running meetings, as well as preparing minutes for each planning committee meeting and maintaining the project file. When necessary, G/FLRPC staff conducted fieldwork to help determine the feasibility of suggested mitigation projects.

G/FLRPC staff also compiled information on past hazard events. Sources for that information consisted of a variety of state and federal databases and information provided by various Committee members, as well as the New York State Standard Multi-Hazard Mitigation Plan.

**SECTION 3.2: A MULTI-JURISDICTIONAL EFFORT**

This plan is a multi-jurisdictional effort, inclusive of all fourteen municipalities within Orleans County. Each municipality was asked to designate one or more representatives to provide input for the plan. The municipal representatives were asked to attend both the regular planning committee meetings and special regional (municipal) meetings to discuss hazard mitigation issues specific to their municipalities. Orleans County was organized into three planning regions in order to facilitate the orderly collection of data from municipal officials. The following table breaks down the municipalities that participated in the all-hazard mitigation planning process by planning regions:

**Table 3.2: Orleans County Municipalities**

<b>Region 1</b>	<b>Towns:</b> Yates, Carlton, Kendall	<b>Villages:</b> Lyndonville
<b>Region 2</b>	<b>Towns:</b> Ridgeway, Gaines, Albion, Murray	<b>Villages:</b> Medina, Albion, Holley
<b>Region 3</b>	<b>Towns:</b> Shelby, Barre, Clarendon	<b>Villages:</b> None

Officials from several County agencies, as well as relevant non-municipal, state, federal agencies, were asked to participate in the regular Planning Committee meetings as well as to attend separate meetings to discuss their agency’s area of expertise, specific hazard concerns, and potential mitigation projects. The following table lists the County agencies, and non-municipal agencies that actively participated in the hazard mitigation planning process:

**Table 3.3: Orleans County/Non-Municipal Agencies**

- County Legislature
- County Planning and Development Department
- County Emergency Management Office
- County Economic Development Agency
- County Chamber of Commerce
- County Sheriff’s Department
- County Highway Department
- County Computer Services Department
- County Department of Public Health
- County Mental Health Services
- County Social Services Department
- County Office for the Aging
- County Probation Department
- County Job Development
- Medina Memorial Hospital
- County Soil and Water Conservation District (SWCD)
- United States Coast Guard (USCG)
- New York State Department of Transportation (NYSDOT)

Through agencies such as the Orleans County Economic Development Agency, Orleans County Chamber of Commerce, Orleans County Job Development, Cornell Cooperative Extension, the Orleans County Chapter of the American Red Cross, school districts and private business groups were kept apprised of progress made on the Plan. In addition, through these agencies, ideas and suggestions of local agriculture and business interests were integrated into the Plan document.

**SECTION 3.3: PLANNING CHRONOLOGY**

The following documentation offers a chronology and synopsis for each meeting held by the Orleans County All-Hazard Mitigation Planning Committee, the Regional (Municipal) meetings, and the County Agencies/Non-Municipal meetings. Copies of meeting minutes, public participation records and other documentation related to these meetings are on file in the Genesee/Finger Lakes Regional Planning Council office and available online at: [www.gflrpc.org/Orleansallhazard.htm](http://www.gflrpc.org/Orleansallhazard.htm).

**Subsection 3.3.A: HAZNY Committee**

*April 28, 2006* – At the second All-Hazard Mitigation Planning Committee meeting the Committee members used the Hazards New York (HAZNY) program to develop a hazard rating for Orleans County. This meeting was facilitated by G/FLRPC staffers with previous experience in developing HAZNY rankings. The hazard ranking generated at this meeting was used to prepare a Hazard Analysis Report, which was distributed to the Planning Committee at its June meeting.

**Table 3.4: Orleans County HAZNY Participants**

Name:	Organization or Municipality:
William Campbell	Town of Clarendon
Edward Morgan	Town of Murray
William Eick	Orleans County Legislature
Edward Houseknecht	Orleans County Highway Department
James Kingston	Orleans County Soil & Water Conservation District
Wayne Hale, Jr.	Orleans County Department of Planning and Development
James Bensley	Orleans County Department of Planning and Development
Peg Wiley	Orleans County Health Department
Frances Reese	Lu Engineers
David Zorn	Genesee/Finger Lakes Regional Planning Council
Joseph Bovenzi	Genesee/Finger Lakes Regional Planning Council

**Subsection 3.3.B: Planning Committee Meetings**

*March 31, 2006* –The first Planning Committee meeting served as the kick-off and organizational meeting for the all-hazard mitigation planning process in Orleans County. G/FLRPC staffers delivered a PowerPoint presentation that was augmented with a series of handouts to describe the planning process to the attendees. The attendees had many questions about the process, which G/FLRPC staff fielded. Meeting Minutes can be viewed at:

<http://www.gflrpc.org/Publications/OrleansAllHazard/033106minutes.htm>

*April 28, 2006* – At the second Planning Committee meeting the Committee members developed the county’s HAZNY rating (see above for more details). This rating was used to prepare a Hazard Analysis Report during the following month. The task of developing the hazard rating took the entire meeting. Meeting Minutes can be viewed at:

<http://www.gflrpc.org/Publications/OrleansAllHazard/042806minutes.htm>

*June 22, 2006* – The Planning Committee met to discuss and work on the inventory of Critical Facilities and Community Assets. Using the criteria for selecting these locations provided at the first Planning Committee meeting, the Orleans County Planning and Development Department prepared a preliminary list of Critical Facilities and Community Assets. This list was mapped by G/FLRPC and the maps were shown to the committee members at this meeting. Attendees were able to add and remove Critical Facilities and Community Assets to and from the maps.

Meeting Minutes can be viewed at:

<http://www.gflrpc.org/Publications/OrleansAllHazard/062206minutes.htm>

*July 28, 2006* – At the fourth Planning Committee meeting the attendees reviewed updated maps and lists of the Critical Facilities and Community Assets. The attendees made a few minor revisions to the maps, but otherwise expressed satisfaction with them. The committee members were also given one more chance to mark specific hazard areas in the county.

Meeting Minutes can be viewed at:

<http://www.gflrpc.org/Publications/OrleansAllHazard/072806minutes.htm>

*September 29, 2006* – A draft of the Risk Assessment (chapters 1-7) of the plan was presented to the attendees at the fifth Planning Committee meeting. Attendees were asked to review the drafts and send any comments/corrections to G/FLRPC. In addition, attendees began discussing the Mitigation Strategy. G/FLRPC staff explained the basic procedures the committee would follow in preparing the Mitigation Strategy and distributed draft Goals and Objectives for the committee to consider.

Meeting Minutes can be viewed at:

<http://www.gflrpc.org/Publications/OrleansAllHazard/092906minutes.htm>

*October 27, 2006* – Planning Committee members met to discuss and comment on the draft Risk Assessment. Attendees passed their comments on to G/FLRPC staff, who fielded several questions about the Risk Assessment. The meeting then turned to discussing the Mitigation Strategy. Attendees approved the draft Goals and Objectives and began discussing potential mitigation projects. By the end of the meeting the committee members had generated a list of projects which was later distributed to other county and municipal officials to assist them with developing their own project ideas.

Meeting Minutes can be viewed at:

<http://www.gflrpc.org/Publications/OrleansAllHazard/102706minutes.htm>

*December 29, 2006* – The Planning Committee met to carry out the mitigation measure prioritization activity. All the mitigation measures developed during the December County Agency and Regional meetings (see below) were listed on large posters that were arranged around the meeting room. Committee members discussed among themselves which mitigation projects would be most useful for the County before voting. Each attendee was given an equal number of votes to use in prioritizing the proposed mitigation projects, which was done by following the STAPLEE criteria as explained in Chapter 8. Meeting Minutes can be viewed at:

<http://www.gflrpc.org/Publications/OrleansAllHazard/122906minutes.htm>

*January 26, 2007* – At the last Planning Committee meeting attendees received draft copies of the Mitigation Strategy for review and revision. G/FLRPC staff reviewed the organization and contents of these drafts for the attendees and answered questions about the Mitigation Strategy. The committee members were asked to review the drafts and send all comments/corrections to G/FLRPC by February 9<sup>th</sup>. After this date, G/FLRPC would finalize the draft and submit it to NYSEMO for review. Also at this meeting, attendees set the date for the second public meeting for Thursday, February 22<sup>nd</sup>. Meeting Minutes can be viewed at: <http://www.gflrpc.org/Publications/OrleansAllHazard/012607minutes.htm>

### **Subsection 3.3.C: County Agency/Non – Municipal Meetings**

*May 10, 2006* – A G/FLRPC staffer met with the Orleans County Risk Task Force, a group of emergency management, law enforcement, social service, and first responder officials who meet on a regular basis to coordinate their activities and keep up-to-date with each other's ongoing programs. The attendees at this meeting heard a presentation that was based on the presentation given at the first Planning Committee

meeting and received a series of handouts as well. This meeting was set up to inform the Risk Task Force members of this project, invite their participation, and encourage them to think about hazard mitigation projects.

*May 25, 2006* – A G/FLRPC staffer met with representatives of various County Departments and Agencies to discuss several issues, including each organization’s specific hazard concerns, the identification of Critical Facilities and Community Assets, and the historical hazard research. County officials were given the opportunity to highlight their key hazard concerns, review the Critical Facilities and Community Assets selection criteria and mark up the maps with locations they wanted to add, and discuss potential dangers and hazard extents.

*June 15, 2006* – A G/FLRPC staffer met with a small group of key officials from the County Emergency Services, Planning, Highway, and Sheriff’s departments, along with the New York State Department of Transportation and the United States Coast Guard, to have an in-depth conversation on the selection of critical facilities and potential hazard extents.

*July 31, 2006* – Joseph Bovenzi of G/FLRPC, David Mallinson of Medina Memorial Hospital and Margaret Wiley of the Orleans County Health Department met at Medina Memorial Hospital to discuss public health issues, including preparations for epidemics/pandemics, the importance of public outreach programs, staffing issues, and the need to highlight the dangers from disease among county and municipal officials. The Hospital and Health Department are concerned about the potentially devastating impacts on the County’s population of a major disease outbreak, and are continually exploring options to raise awareness of this issue and secure funding to improve readiness.

*December 6, 2006* – A G/FLRPC staffer met with representatives of several County Departments and Agencies to discuss potential countywide hazard mitigation projects. The key departments and agencies included the County Legislature, Planning and Development, Emergency Services, Highway, and the Soil and Water Conservation District. Representatives from these agencies were asked to comment on the needs of their agencies with respect to hazard mitigation activities and to propose hazard mitigation projects. This meeting resulted in a list of potential projects that was considered by the full Planning Committee when finalizing the Mitigation Strategy.

#### **Subsection 3.3.D: Regional (Municipal) Meetings**

*May 18, 2006* – A G/FLRPC staffer met with municipal representatives from Regions 2 and 3 to discuss a variety of topics, including the local law review, the selection of Critical Facilities and Community Assets, the mapping of hazard extents, and the research on historical hazard events. Local officials were asked to review the maps depicting Critical Facilities and Community Assets selected by the County Planning Department, add or remove locations from these maps, and correct any mistakes on the maps. They were also asked to map areas of specific municipal hazard concerns. Local officials were also asked to map areas of expected future (not infill) development in their communities.

In addition, Field Manager James Kingston of the Orleans County Soil and Water Conservation District attended these meetings to discuss flooding/drainage issues. Mr. Kingston provided maps of each town and village to the municipal representatives and asked them to map flood/drainage problem sites. These maps were later used to compile the list of flood/drainage problem sites located in Appendix D. The Soil and Water Conservation District plans to head up an ongoing countywide flood mitigation program, which will include projects such as clearing debris out of stream channels, reducing runoff and erosion from farm fields, enlarging culverts, stabilizing streambanks, removing structures from flood prone sites,

and other miscellaneous projects aimed at reducing potential flood/ice jam hazards throughout the County.

*May 25, 2006* – A G/FLRPC staffer met with municipal representatives from Region 1 to discuss a variety of topics, including the local law review, the selection of Critical Facilities and Community Assets, the mapping of hazard extents, and the research on historical hazard events. Local officials were asked to review the maps depicting Critical Facilities and Community Assets selected by the County Planning Department, add or remove locations from these maps, and correct any mistakes on the maps. They were also asked to map areas of specific municipal hazard concerns. Local officials were also asked to map areas of expected future (not infill) development in their communities.

In addition, Field Manager James Kingston of the Orleans County Soil and Water Conservation District attended this meeting to discuss flooding/drainage issues. Mr. Kingston provided maps of each town and village to the municipal representatives and asked them to map flood/drainage problem sites. These maps were later used to compile the list of flood/drainage problem sites located in Appendix D. The Soil and Water Conservation District plans to head up an ongoing countywide flood mitigation program, which will include projects such as clearing debris out of stream channels, reducing runoff and erosion from farm fields, enlarging culverts, stabilizing streambanks, removing structures from flood prone sites, and other miscellaneous projects aimed at reducing potential flood/ice jam hazards throughout the County.

*December 6, 2006* – A G/FLRPC staffer met with municipal representatives from Region 1 to discuss municipal hazard mitigation projects. Local officials were asked to discuss their ideas for mitigation projects, especially projects that would be unique to their municipality. In addition, they were asked to comment on potential projects that they thought should be undertaken by a County-level lead agency that the municipalities would actively support. This meeting resulted in a list of potential mitigation projects that were later considered by the full Planning Committee.

Paul Wagner, Orleans County Emergency Management Director and James Kingston, Orleans County Soil and Water Conservation District Field Manager, attended this meeting to offer their advice and guidance to the municipal officials. Many projects proposed by individual municipalities fit with proposed countywide mitigation projects and can be best addressed through an inter-municipal, countywide program. Other proposed projects are unique to specific municipalities and will have to be undertaken by the interested municipality with potential support from County and State entities.

*December 7, 2006* – A G/FLRPC staffer met with municipal representatives from Regions 2 and 3 to discuss municipal hazard mitigation projects. Local officials were asked to discuss their ideas for mitigation projects, especially projects that would be unique to their municipality. In addition, they were asked to comment on potential projects that they thought should be undertaken by a County-level lead agency that the municipalities would support. This meeting resulted in a list of potential mitigation projects that were later considered by the full Planning Committee.

Paul Wagner, Orleans County Emergency Management Director and James Kingston, Orleans County Soil and Water Conservation District Field Manager, attended this meeting to offer their advice and guidance to the municipal officials. Many projects proposed by individual municipalities fit with proposed countywide mitigation projects and can be best addressed through an inter-municipal, countywide program. Other proposed projects are unique to specific municipalities and will have to be undertaken by the interested municipality with potential support from County and State entities.

### **SECTION 3.4: PUBLIC PARTICIPATION**

An important component of the all-hazard mitigation planning program is the public participation and outreach aspect of the mitigation planning process. All planning committee meeting agendas, minutes and materials have been made available to the general public on the project website at:

**<http://www.gflrpc.org/OrleansAllHazard.htm>**

The public was informed about this website through press releases. However, the principle form of public outreach took the form of two public meetings, one held when the Risk Assessment was completed and the second held when the Mitigation Strategy, and thus a full draft of the plan, was completed. The public was invited to attend the following events:

*September 19, 2006* – The Orleans County Department of Planning and Development and the Genesee/Finger Lakes Regional Planning Council co-hosted a public meeting, held at the Orleans County Cornell Cooperative Extension office. The meeting was publicized by sending press releases to local newspapers, posting the press release to the Orleans County website, and distributing flyers around various county departments for posting in public places.

A PowerPoint presentation was prepared and shown to the attendees. This presentation described and explained the all-hazard mitigation planning program for the attendees and focused mostly on the Risk Assessment phase of the project. The presentation covered the legal and administrative background of the all-hazard mitigation planning process, the County's efforts to organize and run a special Planning Committee to develop the plan, G/FLRPC's role as a consultant to the County, the development of the HAZNY ranking, the selection of critical facilities and community assets, and the process of analyzing those facilities with regards to hazard dangers.

Attendees included interested citizens, local public officials, and a reporter from a local newspaper. Representatives from Orleans County Planning and Development and G/FLRPC were available to answer questions after the presentation. Several questions were asked about the reasons why the County is working on hazard mitigation planning, what the key dangers are to prepare for, and what benefits the County sees coming to it as a result of the hazard mitigation process. Attendees were invited to send future comments/questions to the Planning and Development Department and the Genesee/Finger Lakes Regional Planning Council, but no comments were received after the meeting.

*February 22, 2007* – The Orleans County Department of Planning and Development and the Genesee/Finger Lakes Regional Planning Council co-hosted a public meeting, held at the Orleans County Administration Building. This meeting was held in conjunction with the regular monthly County Planning Board meeting in order to offer the Planning Board members an up to date assessment of the mitigation planning program. The County Planning Board consists of representatives from each municipality who meet to discuss and act on land use decisions that impact two or more municipalities. Other local officials who do not sit on the Planning Board, interested members of the public, and a reporter from a local newspaper also attended.

The meeting was publicized by sending press releases to local newspapers, posting the press release to the Orleans County website, and distributing flyers around various county departments for posting in public places. A PowerPoint presentation was prepared and shown to the attendees. This presentation described and explained the Mitigation Strategy phase of the project. The presentation included information on the process of developing the Mitigation Strategy, the proposed mitigation projects, and the plan adoption, implementation and maintenances processes.



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Representatives from Orleans County Planning and Development and G/FLRPC were available to answer questions after the presentation. Several attendees asked questions about the planning process and about some of the proposed mitigation projects. The attendees expressed support for the project and voiced their hopes that this plan will help their communities become more resilient to hazards and be a source of funding for mitigation projects. The attendees were invited to send comments/questions to the Planning and Development Department and G/FLRPC, but no comments were received after the meeting.

Public outreach initiatives will continue pending the completion of the Orleans County All Hazard Mitigation Plan. As part of the regular annual plan review, the Planning Committee will hold a public hearing to inform and update the public on what progress has been made in implementing the Mitigation Strategy and any proposed revisions to the plan document. Comments submitted to the Planning Committee by members of the public will be considered and incorporated into revised versions of the all-hazard mitigation plan. Please refer to Chapter 9, *Plan Adoption, Maintenance, and Update Procedures*, for additional information on ongoing public participation activities.

The plan is currently available online at the project website. In addition, copies of the draft plan were distributed to local libraries and municipal buildings when the draft was completed. A press release was distributed to notify the public of this and invite comments, which could be submitted to G/FLRPC by regular mail, facsimile, or electronic mail.

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