



## 39 JURISDICTIONAL ANNEXES

### 39.1 CITY OF WATERTOWN

This jurisdictional annex to the Jefferson County Hazard Mitigation Plan (HMP) provides information to assist public and private sectors in the City of Watertown with reducing losses from future hazard events. This annex is not guidance of what to do when a disaster occurs; its focus is on actions that can be implemented prior to a disaster to reduce or eliminate damage to property and people. The annex presents a general overview of Watertown, describes who participated in the planning process, assesses Watertown's risk, vulnerability, and capabilities, and outlines a strategy for achieving a more resilient community.

### 39.2 HAZARD MITIGATION PLANNING TEAM

The City of Watertown identified primary and alternate HMP points of contact and developed this plan over the course of several months, with input from many City departments.

Table A summarizes local officials who participated in the development of the annex. Additional documentation of the City's planning activities through Planning Partnership meetings is included in Volume I.

Table A. Hazard Mitigation Planning Team

Primary Point of Contact	Alternate Point of Contact
Name/Title: Eric Wagenaar / City Manager Address: 245 Washington Street, Watertown, NY 13601 Phone Number: 315-785-7730 Email: ewagenaar@watertown-ny.gov	Name/Title: Matt Timerman / Fire Chief Address: 224 South Massey Street, Watertown, NY 13601 Phone Number: 315-785-7813 Email: mtimerman@watertown-ny.gov
<b>National Flood Insurance Program Floodplain Administrator</b>	
Name/Title: Thomas Compo / City Engineer Address: 245 Washington Street, Watertown, NY 13601 Phone Number: 315-785-7740 Email: tcompo@watertown-ny.gov	
<b>Additional Contributors</b>	
Name/Title: Thomas Compo / City Engineer Method of Participation: Jurisdictional Annex Contributors	
Name/Title: Ann Saunders / City Clerk Method of Participation: Jurisdictional Annex Contributors	
Name/Title: James Mills / City Comptroller Method of Participation: Jurisdictional Annex Contributors	
Name/Title: Erica Anderson / City Manager's Office Method of Participation: Jurisdictional Annex Contributor	
Name/Title: Dana Aikens / Code Enforcement Supervisor Method of Participation: Jurisdictional Annex Contributors	
Name/Title: Brian MacCue / Department of Public Works Superintendent Method of Participation: Jurisdictional Annex Contributors	
Name/Title: Aaron Harvill / Water Superintendent Method of Participation: Jurisdictional Annex Contributor	



Name/Title: Scott Weller / Parks & Recreation Superintendent  
Method of Participation: Jurisdictional Annex Contributor

Name/Title: Jordan Northrop / Parks & Recreation  
Method of Participation: Jurisdictional Annex Contributor

Name/Title: Matthew Owen / IT GIS  
Method of Participation: Jurisdictional Annex Contributors

Name/Title: Greg French / Fire Captain  
Method of Participation: Jurisdictional Annex Contributors

Name/Title: Michael Kellogg / Deputy Fire Chief  
Method of Participation: Jurisdictional Annex Contributors

Name/Title: Richard Little / Fire Captain  
Method of Participation: Jurisdictional Annex Contributors

Name/Title: Michael Lumbis / Planning Director  
Method of Participation: Jurisdictional Annex Contributors

## 39.3 COMMUNITY PROFILE

### 39.3.1 Community Classifications

Table B summarizes classifications for community programs available to Watertown.

Table B. Community Classifications

Program	Participating? (Yes/No)	Classification	Date Classified
Building Code Effectiveness Grading Schedule (BCEGS)	No		
Community Rating System (CRS)	No		
Firewise Communities classification	No		
National Weather Service Storm Ready Certification	No		
Public Protection (ISO Fire Protection Classes 1 to 10)	Yes	1	October 1, 2023
NYSDEC Climate Smart Community	Yes	Registered	June 2, 2023
Other: Organizations with mitigation focus (advocacy group, non-government)	No	-	-

N/A = Not applicable

### 39.3.2 Community Profile

The City of Watertown has an area of nine square miles and is located in the central part of the County. The city is bordered by the Town of Watertown, Town of Brownville, Town of Pamela and Town of LeRay to the north, the Town of Rutland to the east, the Town of Rodman and Town of Adams to the south, and the Town of Hounsfield to the west. Interstate 81, U.S. Highway 11 and numerous state highways run directly through the City of Watertown.

According to the U.S. Census, the July 1, 2023 population for the City of Watertown was 24,157 which makes up 21 percent of the county population. Data from the 2023 American Community Survey indicates that 7 percent of the population is 5 years of age or younger, 15.4 percent is 65 years of age or older, 1.5 percent is non-English



speaking, 20.8 percent is below the poverty threshold, and 16.4 percent is under the age of 65 and considered disabled.

The City of Watertown, the largest municipality in New York State's "North Country," is located in a predominantly rural area made up of seven northernmost counties. Incorporated in 1869, the city operates under a Council-Manager form of government to ensure the safety and well-being of its citizens and visitors. Watertown serves as the county seat for Jefferson County, which is divided by the Black River, with one-third of its land on the north side and two-thirds on the south. Five bridges connect both sides, providing access to key infrastructure such as state, county, and local government facilities, the region's primary medical center, educational institutions, and municipal water and wastewater systems. Additionally, the city supports the U.S. Army garrison at Fort Drum, home to the 10th Mountain Division, and has a notably high veteran population, with veterans making up 8.7% of its population—well above the state (3.4%) and national (5.2%) averages.

The city spans 9.4 square miles, bordered by the Town of Watertown, Brownville, Pamela, LeRay, Rutland, Rodman, Adams, and Hounsfield. Watertown is strategically located along major transportation routes, with Interstate 81, U.S. Highway 11, and numerous state highways running through it, facilitating significant transportation and commerce. According to the U.S. Census, the population of Watertown as of July 1, 2023, was 24,157, comprising 21% of the county's population. Demographic data from the 2023 American Community Survey shows that 7% of the population is 5 years old or younger, 15.4% is 65 years or older, 1.5% is non-English speaking, 20.8% live below the poverty threshold, and 16.4% of individuals under 65 are considered disabled. With its strategic location and rich demographic mix, Watertown continues to be a vital hub for both regional services and commerce.

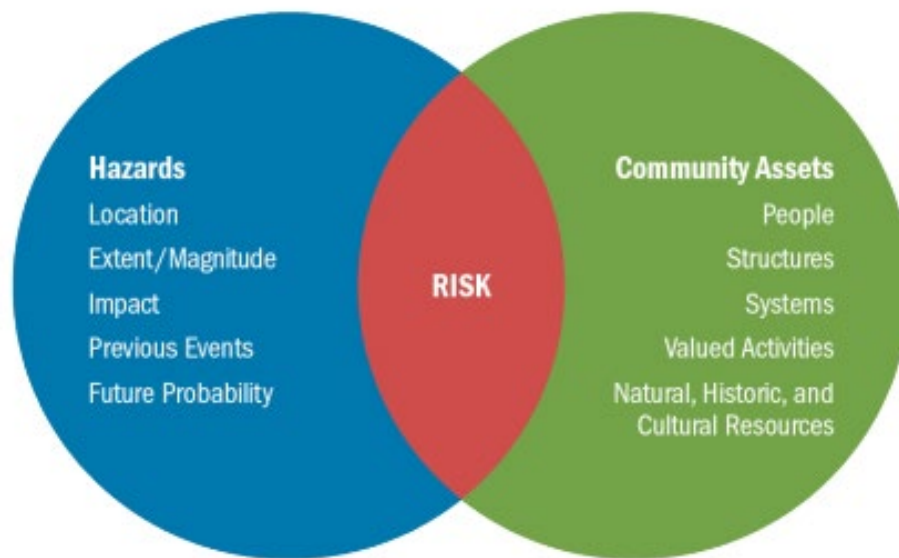
## 39.4 JURISDICTIONAL RISK ASSESSMENT

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The hazard profiles in Volume I provide detailed information regarding each planning partner's vulnerability to the identified hazards, including summaries of Watertown's risk assessment results and data used to determine the hazard ranking. Key local risk assessment information is presented below.

Each jurisdiction has unique assets, vulnerabilities and overall risk. A multi-jurisdictional plan needs to identify every hazard (from the whole planning area). In hazard mitigation planning, risk is the potential for damage or loss when natural hazards interact with people or assets. These assets may be buildings, infrastructure or natural and cultural resources. A risk assessment is a robust, data-driven analysis. It explains what might happen. It also finds where the local jurisdiction is vulnerable to hazards.

Each community must describe how the selected hazards affect its jurisdiction. Some hazards will have similar effects across the area: extreme temperatures, windstorms, winter weather, drought, heavy rain, etc. Some have a smaller location and will vary based on geography. Multi-jurisdictional plans must explain these differences.



Risk is the relationship, or overlap, between hazards and community assets. The smaller the overlap, the lower the risk.

### 39.4.1 Hazard Area

Hazard area maps provided below illustrate the probable hazard areas impacted within the city are shown in Figure 1 through Figure 2. These maps are based on the best available data at the time of the preparation of this plan and are adequate for planning purposes. Maps are provided only for hazards that can be identified clearly using mapping techniques and technologies and for which Watertown has significant exposure. The maps show the location of potential new development, where available.



Figure 1. Watertown Flood and Coastal Erosion Hazard Area Extent and Location Map

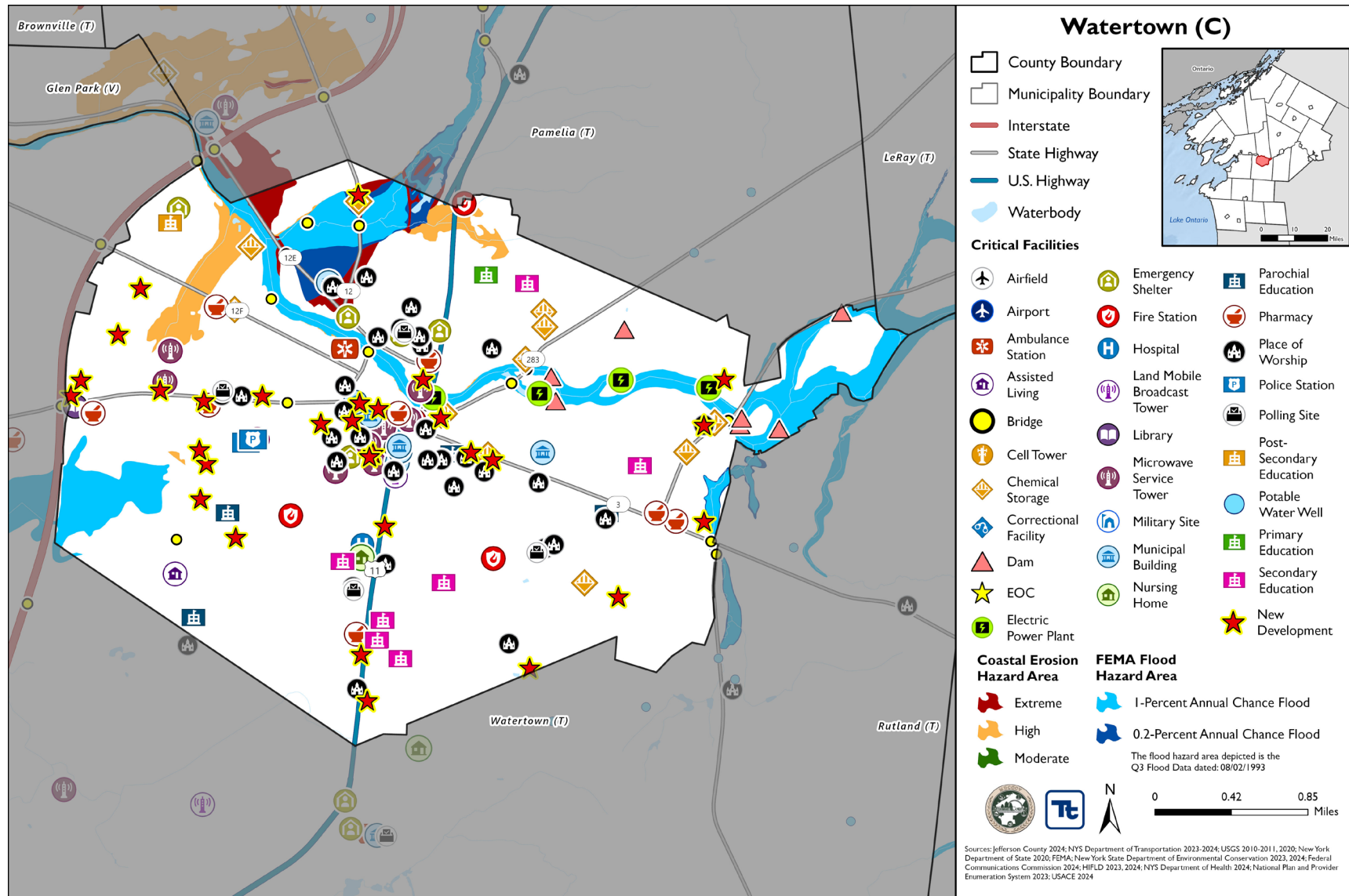
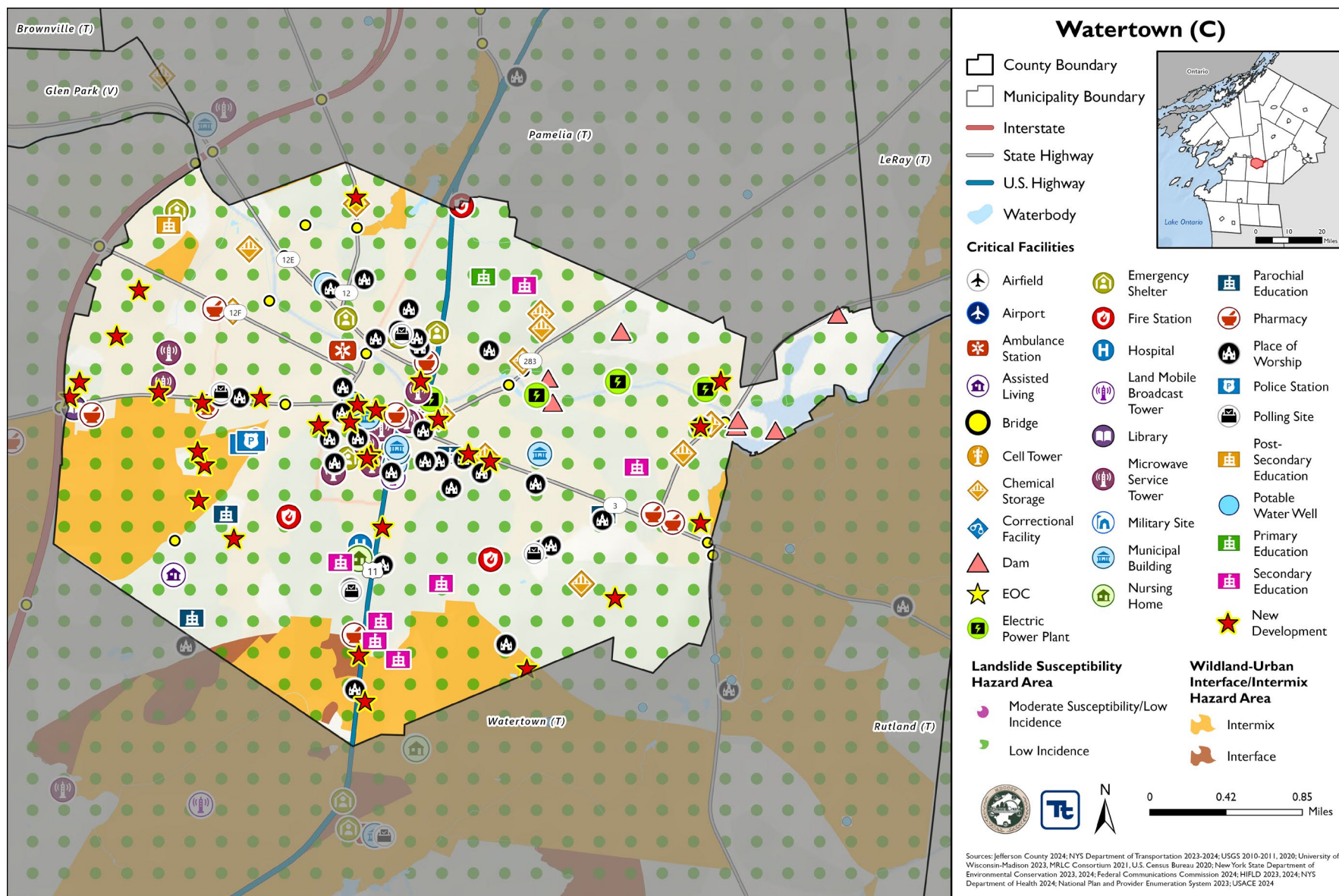






Figure 2. Watertown Landslide and WUI Hazard Area Extent and Location Map





### 39.4.2 Previous Event History

The history of natural and non-natural hazard events in Watertown is detailed in Volume I, where each hazard profile includes a chronology of historical events that have affected the County and its municipalities. Table C provides details on loss and damage in Watertown during hazard events since the last hazard mitigation plan update.

Table C. Presidential Disaster Declaration History in Watertown

Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Watertown
December 2024	Severe leak in 5MG potable water storage reservoir	In December 2024 the City noticed that the WTP had increased flows needed to maintain water levels in the 2 reservoirs. As a result, it was discovered that the larger 5MG reservoir was leaking.	To reduce the demand on the WTP, it is partially isolated and is only utilized as an emergency source, reducing the available capacity to 2MG.
October 18-19, 2023	Transmission Main Break (EM-)	Transmission Main Break	A 16" transmission main failed at the treatment plant, forcing it offline and resulting in the draining of the City's potable water storage reservoir. This forced a city-wide water conservation and boil water notice.
August 9, 2024	Hurricane Debbie – Rain Event	Extensive rain that caused 17 streets to be temporarily closed and 150+ houses to flood.	The Watertown City School buildings flooded which resulted in over six million in damage and losses.
July 16-2024	Rain Event	Extensive rain that caused 12 streets to be temp. Closed and 20+ houses to get flooded	The City reported labor costs that were more than budgeted.
November 18-22, 2022	Severe Winter Storm (EM-3589)	A winter storm caused more than six feet of snow to accumulate in Jefferson County. This intense snowfall has created extremely dangerous travel conditions, and as a result, numerous road closures and travel bans.	The City documented \$68,809.00 in damages and losses.
October 31 – November 1, 2019	Severe Storm, Flood (DR-4472)	A storm system brought record breaking rains, damaging wind gusts (45 to 50 mph), a small Lake Ontario seiche, and river flooding to the region. Thousands of power outages occurred across the area, and wind-related damage closed hundreds of roads and did countless tree damage. High winds and lakeshore flooding continued into November 1.	The City documented \$56,819.20 in damages and losses.
October 29, 2017	Rain	Moderate-Heavy rain event	The City reported \$25,281.61 in maintenance, equipment and staffing costs.



Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Watertown
October 9, 2017	Rain	Heavy rainfall Monday morning through mid afternoon with 3+ inches of rainfall. Significant flooding throughout City	The City reported \$11,315.14 in maintenance, equipment and staffing costs.
August 22, 2017	Severe Storm	Thunderstorms with high winds, heavy rains moved through the city	The City reported \$13,839.70 in maintenance, equipment and staffing costs
May 2 – August 6, 2017	Flood (DR-4348)	Six months of wet weather led to an over-accumulation of waters in Lake Ontario. Flooding from the lake began impacting areas in May and continued until early autumn. Waves destroyed public and private break walls all along the lake shore. Thousands of homes and buildings were affected flood waters. Several homes dropped off bluffs. In some areas shoreline erosion of 50 to 100 feet deep occurred. Sanitary sewer systems in lakeside communities were affected. Beaches, marinas, and state parks were closed all summer long with unknown economic losses to mainly seasonal businesses. In late May, the Governor imposed a 5-mph speed limit within 600 feet of the Lake Ontario and St. Lawrence River shore. By summer's end, damage estimates reached \$10 Million in Jefferson County.	The City reported \$55,556.66 in damages and losses.
November 17-26, 2014	Severe Winter Storm, Flood (DR-4204)	A winter storm moved into the region, causing temperatures to drop tremendously. Lake effect snow impacted counties bordering Lake Ontario and Lake Erie. Travel restrictions were instituted due to whiteout conditions. The storm produced heavy snowfall, high winds, and blizzard-like conditions, resulting in road closures, travel disruptions, power outages, and damage to public and private property.	The City reported \$20,853.46 in damage and losses.
March 29, 2014	Snow and Ice Response	N/A	The City reported \$35,309.24 in labor, overtime, equipment cost, and contracted costs.
March 20, 2014	Snow and Ice Response	N/A	The City reported \$10,500.82 in labor, overtime, equipment cost, and contracted costs.
March 12, 2014	Snow and Ice Response	N/A	The City reported \$51,883.35 in labor, overtime, equipment cost, and contracted costs.
March 9, 2014	Snow and Ice Response	N/A	The City reported \$11,120.76 in labor, overtime, equipment cost, and contracted costs.





Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Watertown
March 2, 2014	Snow and Ice Response	N/A	The City reported \$28,221.86 in labor, overtime, equipment cost, and contracted costs.
February 27, 2014	Snow and Ice Response	N/A	The City reported \$50,289.29 in labor, overtime, equipment cost, and contracted costs.
February 25, 2014	Snow and Ice Response	N/A	The City reported \$22,840.66 in labor, overtime, equipment cost, and contracted costs.
February 13, 2014	Snow and Ice Response	N/A	The City reported \$61,407.72 in labor, overtime, equipment cost, and contracted costs.
February 6, 2014	Snow and Ice Response	N/A	The City reported \$143,339.80 in labor, overtime, equipment cost, and contracted costs.
February 5, 2014	Snow and Ice Response	N/A	The City reported \$40,224.45 in labor, overtime, equipment cost, and contracted costs.
January 28, 2014	Snow and Ice Response	N/A	The City reported \$103,157.55 in labor, overtime, equipment cost, and contracted costs.
January 27, 2014	Snow and Ice Response	N/A	The City reported \$23,435.59 in labor, overtime, equipment cost, and contracted costs.
January 25, 2014	Snow and Ice Response	N/A	The City reported \$29,397.82 in labor, overtime, equipment cost, and contracted costs.
January 18, 2014	Snow and Ice Response	N/A	The City reported \$60,107.31 in labor, overtime, equipment cost, and contracted costs.
January 6, 2014	Snow and Ice Response	N/A	The City reported \$135,765.48 in labor, overtime, equipment cost, and contracted costs.
January 2, 2014	Snow and Ice Response	N/A	The City reported \$31,177.48 in labor, overtime, equipment cost, and contracted costs.
December 31, 2013	Snow and Ice Response	N/A	The City reported \$12,497.43 in labor, overtime, equipment cost, and contracted costs.
December 27, 2013	Snow and Ice Response	N/A	The City reported \$12,921 in labor, overtime, equipment cost, and contracted costs.
December 20, 2013	Snow and Ice Response	N/A	The City reported \$98,418.51 in labor, overtime, equipment cost, and contracted costs.



Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Watertown
December 19, 2013	Snow and Ice Response	N/A	The City reported \$11,645.34 in labor, overtime, equipment cost, and contracted costs.
December 17, 2013	Snow and Ice Response	N/A	The City reported \$20,853.46 in labor, overtime, equipment cost, and contracted costs.
December 14, 2013	Snow and Ice Response	N/A	The City reported \$80,436.10 in labor, overtime, equipment cost, and contracted costs.
December 12, 2013	Snow and Ice Response	N/A	The City reported \$44,283.86 in labor, overtime, equipment cost, and contracted costs.
November 23, 2013	Snow and Ice Response	N/A	The City reported \$48,637.98 in labor, overtime, equipment cost, and contracted costs.
November 11, 2013	Winter Storm	N/A	The City reported \$5,572.83 in labor, overtime, equipment cost, and contracted costs.
October 27 – November 8, 2012	Severe Storm (EM-3351)	Remnants of Hurricane Sandy brought strong winds and heavy rains. Rainfall amounts of two to five inches were measured across the area with some area creeks cresting their banks. High winds downed trees and power lines. Wind gusts were measured to 60 mph. Utilities reported tens of thousands of customers without power across the entire region.	The City reported \$74,989.36 in damage and losses.

EM = Emergency Declaration (FEMA)

FEMA = Federal Emergency Management Agency

DR = Major Disaster Declaration (FEMA)

N/A = Not applicable



### 39.4.3 Local Hazard Impacts Assessment

In the table below representatives from the City of Watertown Hazard Mitigation Planning Team assessed impacts of hazards on buildings, structures, facilities, infrastructure, community assets and systems, people and the local economy.

Table D. Local Hazard Impacts Assessment

Hazard Name	Local Impacts
Dam Failure	<p>The failure of one of the many upstream hydro dams would have the most negative impact on the water quality at the water treatment plant. If the water treatment plant failed to meet water quality standards, a city-wide boil water would be issued. The greatest impact would be on the community members with weakened or compromised immune systems, as well as the neighboring jurisdictions including Fort Drum military installation. This would force closure of schools, restaurants, businesses as well as Samaritan Medical Center.</p> <p>The failure of the Delano Island diversion dam on the Black River would prevent any water from reaching the city hydroelectric generating facility rendering it inoperable.</p> <p>Dam failure would likely require shutdown of water treatment's intakes, forcing the reliance on reservoirs. This action would severely restrict domestic water availability to the region and impacts the fire department's ability to provide adequate fire protection.</p>
Drought	<p>An extreme drought would have little impact on the water supply to the City. Currently there is no water conservation requirements in the City code.</p>
Extreme Temperature	<p>Extreme low temperatures have been known to freeze water pipes, which is a problem for residential and commercial buildings. Frozen pipes have the potential to break water service lines. This is a loss of water for the City and/or occupant depending on the location of the break. Broken water pipes can also impact fire safety to include sprinkler systems, hydrants systems, and broken pipes in buildings creating flooding inside buildings, and a fire hazard. Extreme low temperatures would also cause significant challenges for the large number of homeless individuals within the community.</p>
Flood	<p>Flood that breached the basin dam would have a similar impact as a dam failure described above.</p> <p>The Public Works facility and the City Transit are located on Newell Street, which is adjacent to the Black River. This area is susceptible to flooding and has been elevated on two occasions within the last two years, to levels higher than the historic seasonal flood stage as recorded by the National Water Prediction Service. This has affected Huntington Street and Water Street, which also blocks access to the City's fleet fueling station. Flooding to the City Transit could impact the City's ability to operate the regional bus service during critical weather events.</p>
Geological Hazards	<p>While the region is geologically active, the strongest earthquakes recorded are in 5 ML range – earthquakes in this range can be felt but typically cause only minor damage.</p>
Severe Storm	<p>Large amounts of precipitation would result in sewer bypasses occurring at the Pollution Control Facility and would also negatively impact water quality at the Water Treatment Plant.</p>
Severe Winter Storm	<p>Pollution control and the Water Treatment plants would experience ingress and egress issues for chemical deliveries and staff shift changes. The greatest impact would be to the distribution Staff if they were needed to respond to a main break.</p> <p>Heavy snow events greatly diminish emergency vehicles ability to access emergency incidents for mitigation. Road crews can become overwhelmed with clearing the streets, and city transit services often need to be curtailed or shut down entirely.</p> <p>Improperly treated water and wastewater would have negative impacts on the population served and the environment.</p>



Hazard Name	Local Impacts
	Severe winter weather would impact the ability to supply water treatment chemicals and generator fuel.
Wildfire	Wildfires have little impacts to the City, and it would most likely impact the water quality.

### 39.4.4 Vulnerable Community Assets

In the table below representatives from the City of Watertown Hazard Mitigation Planning team assessed specific impacts to the assets included in the table below. If a community asset is not present in the municipality the Planning Team stated, 'Not Applicable.'

Table E. Vulnerable Community Assets

Community Asset	Hazard Impacts and Asset Vulnerabilities	Community Asset	Hazard Impacts and Asset Vulnerabilities
Agriculture	There is only one parcel in the City with agricultural uses and the property has not been damaged by hazard events.	Local Roads	Heavy snowfalls and snowstorms have created difficulties to travel roadways which are sometimes impassable. This affects public transportation as well as emergency services.  The City experiences river erosion along Water Street and flooding along Huntington Street.
Airports	Not Applicable	Major Employers	Knowlton Specialty Paper is a large employer on the banks of the Black River and susceptible to damage from flooding.  Samaritan Medical Center is a major employer that must be continually staffed, even during severe weather events. Maintaining clear access to the facility during these events is critical.
Area: Concentration of Businesses	The capacity of the underground sewer infrastructure systems in the Newell Street area is undersized, which causes flooding during intense rain events.  Western Outfall Trunk Sewer (WOTS) – Business Areas. The WOTS system is undersized which leaves properties within the district vulnerable to flooding during intense rain events.	Medical Centers (non-hospital)  Watertown City School District	The Western Outfall Trunk Sewer is located along the south and west portions of the City and wraps around to the WWTP. All the piping/structures are undersized or at the end of their lifespan. Risk is severe because of potential impacts from a hazard event.  The Watertown City High/Middle School sits in a low-lying area of the City which is prone to flooding events from a 10-to-20-year storm.



Community Asset	Hazard Impacts and Asset Vulnerabilities	Community Asset	Hazard Impacts and Asset Vulnerabilities
Area: Concentration of Residences	The Watertown Housing Authority operates seven properties within the City of Watertown comprising of 642 units. These low-income units would be particularly susceptible to severe weather events, loss of City transit, and loss of water distribution.	Natural Resources	No known impacts.
Bridges	The bridges in the City consist of Cayuga Avenue Bridge, Outer Massey Street, CSX Trestles (West Main and Black River), Vanduzee Street, Eastern Boulevard. Pedestrian bridge over the hydro canal, old CSX trestle (soon to be pedestrian) from Water Street to Sewall's Island.	Neighborhoods	The Western Outfall Trunk Sewer (WOTS), in the Southwest Watertown Residential Areas, is undersized and has capacity issues which leaves residential properties vulnerable to flooding and sewer backups during intense rain events.
City Hall/Courthouse	The City Hall has not been damaged by hazard events, including local power outages because of the building's generators.	Parks and Recreational Sites	<p>The Black River Trail (Fairgrounds Section) has a portion of the riverfront recreational trail that has washed out several times in the past 15 years during high river flows.</p> <p>The Whitewater Park River Access has a portion of the riverfront access that has washed out several times during high river flows.</p> <p>There is handicap fishing access at Marbel Street which has been damaged by flooding and ice.</p>
College/University	No known impacts.	Place of Worship	No known impacts.
Community Centers/Hubs	Not Applicable	Private Property	No known impacts.
Community Activities: major local events including festivals and economic drivers such as beaches, skiing, farming, fishing, etc.	No known impacts.	Public Transportation	Public Transportation has been delayed and closed because of flooding and snow events.
Cultural/Historic Buildings/Sites	No known impacts.	Schools (K-12)	The Watertown High School and Sherman Street is located in the Western Outfall Trunk Sewer area and experienced severe flooding to their buildings and parking lots during Hurricane Debbie and a severe winter snow melt in 2024.





Community Asset	Hazard Impacts and Asset Vulnerabilities	Community Asset	Hazard Impacts and Asset Vulnerabilities
Culverts	Multiple culverts experienced erosion and/or water cresting over the structure and stream channels were altered by direction with sand bars and multiple log jams were created.	Small Businesses	No known impacts.
Elder-care Facilities	Sam Keep Home is in the center of Watertown and is subject to undersized storm/sanitary piping surround the complex.	Supermarkets/Grocery Stores	No known impacts.
Fire/Police Stations	The Fire Station 1 on South Massey Street has flooded multiple times due to heavy rain fall.  Access to the Metro/Jeff Public Safety Building, which Watertown Police Department operates out of, is restricted to one street. Damage to that street by severe storms or natural disasters will severely impact the ability of the police department and JCSO to operate, and that impact will be felt at a critical time.	Transportation - Mobile Asset Storage	The age of building infrastructure has chances of being impacted by high wind load, snow load, and water infiltration.
Gas Stations	No known impacts.	Utilities	Sanitary and storm piping has burst due to undersized piping and increased volume/pressure of storms.  The dedicated sanitary sewer bridges over the Black River are located at Newell and Pearl streets and failure would leave the North side of the City without this utility. A sanitary sewer is located under the Black River adjacent to the POTW.  The impacts to the City owned municipal hydro facility would cease the ability to provide power to its customers.
Highways	Seventeen streets consistently flood due to poorly sized piping creating street hazards, flooded basements, erosion, and extreme surface runoff without being treated first.	Wastewater Treatment Plants	The City Wastewater Treatment Plant had a raw sewage force main pipe leak which was temporarily repaired in 2011. There is no redundant path to distribute raw sewage within the plant other than this pipe.
Hospitals	The Samaritan Medical Center, the largest medical complex in the tri-County which is in Watertown, is subjected to undersized	Waterfront	With the Black River running through the middle of the city there are many possible flooding issues along the riverbank. This can be anywhere



Community Asset	Hazard Impacts and Asset Vulnerabilities	Community Asset	Hazard Impacts and Asset Vulnerabilities
	storm/sanitary piping that surrounds the complex. The Samaritan Medical Center experienced flooding during Hurricane Debbie, and the backup generator has been negatively impacted.		from erosion to damage to buildings from flooding.
Other	<p>The Ives Hill golf course experienced severe flooding during Hurricane Debbie.</p> <p>The City owned golf course at Thompson Park experienced severe flooding and erosion during Hurricane Debbie. This impacted the ability to operate the driving range through the summer.</p> <p>The CSX rail has a main rail line running through the city and over the Black River. This rail is a major component to transfer goods between the US and Canada. Flooding could cause damage to this rail that may shut it down and affect the transfer of goods.</p>	Drinking Water Resources	<p>The Water Treatment had a transmission main break in 2023 that caused the City to issue a conserve water and boil water notices. The break drained both potable water storage reservoirs and resulted in a state of emergency declared by the Governor.</p> <p>Currently, the City's water system is operating under an Administrative Order from the USEPA for non-compliance with the Stage II Disinfection by Product rule. The aged potable water storage system is failing and has reduced the amount of stored capacity available for fire protection.</p>



### 39.4.5 Hazard Ranking

The participating jurisdictions have differing degrees of vulnerability to the hazards of concern, so each jurisdiction ranked its own degree of risk to each hazard. The community-specific hazard ranking is based on problems and impacts identified by the risk assessment presented in Volume I.

The ranking process involves an assessment of the likelihood of occurrence for each hazard; the potential impacts of the hazard on people, property, and the economy; community capabilities to address the hazard; and changing future climate conditions. Impacts from a particular hazard may have decreased due to an implemented project or relocation of an asset that was previously at risk. Alternatively, risk may have increased because population has increased in a hazard prone area.

Table F. Hazard Ranking

Hazard Name	Frequency (2011 – present): Increased, Decreased, Stayed the Same	Impacts (2011 – present): Increased, Decreased, Stayed the Same	Description of frequency and impacts (2011 – present):	Future Events (present – 2030): Will Increase, Decrease, Stay the Same	2025 Ranking
Dam Failure	Remain the same	Remain the same	Since 2011 there have been no dam failures.	Remain the same	Low
Drought	Remain the same	Remain the same	Since 2011, Jefferson County has had several droughts, most of which were classified as abnormally dry to moderately dry. In 2016 and 2021 there were brief periods when the drought levels were elevated to a severe drought classification.	Remain the same	Medium
Extreme Temperature	Remain the same	Remain the same	Since 2011, there has been a modulating average temperature of 5 degrees with no significant trend observed.	Remains	Medium
Flood	Increasing	Increasing	Flood crest data goes back as far as 1928 with 27 total recorded crests above ten feet. Of the 27 events, six have occurred since 2011.	Likely increase	High
Geologic Hazards	Remain the same	Remain the same	There are no recorded severe earthquake events.	Remain the same	Low
Severe Weather	Increasing	Increasing	The NOAA Precipitation Frequency Forecaster indicates a slight increase in precipitation occurrence over the next 10 years.	Increasing	High
Severe Winter Weather	Increasing	Increasing	The NOAA Precipitation Frequency Forecaster indicates a slight increase in precipitation occurrence over the next 10 years.	Increasing	High
Wildfire	Remain the same	Remain the same	While wildfires do occasionally occur during dry weather, they are typically contained with marginal impacts.	Remain the same	Low



## 39.4.6 Critical Facilities

Table G. Critical Facilities Flood Vulnerability

Name	Type	Vulnerability		Addressed by Proposed Action	Already Protected to 0.2% Flood Level
		1% Annual Chance Event	0.2% Annual Chance Event		
BEEBEE ISLAND HYDRO PLANT	Electric Power Plant	X	X	Action 2025-City of Watertown 11.	-
DIAMOND ISLAND PLANT	Electric Power Plant	X	X	Action 2025-City of Watertown 11.	-
Family Worship Ctr Church	Place of Worship	-	X	Action 2025-City of Watertown 11.	-
Fire Station One (Massey Street)	Fire Station	X	X	Action 2025-City of Watertown 11.	-
New Cingular Wireless PCS, LLC - Microwave Tower	Microwave Service Tower	X	X	Action 2025-City of Watertown 11.	-
New Cingular Wireless PCS, LLC - Microwave Tower	Microwave Service Tower	X	X	Action 2025-City of Watertown 11.	-
SEWALLS	Electric Power Plant	X	X	Action 2025-City of Watertown 11.	-
WATERTOWN	Electric Power Plant	X	X	Action 2025-City of Watertown 11.	-
Watertown (C) Office Building	Municipal Building	-	X	Action 2025-City of Watertown 11.	-
Watertown (C) Water Treatment Plant	Potable Water Plant	X	X	Action 2025-City of Watertown 11.	-
Watertown (C) Pollution Control Facility	Wastewater Treatment	X	X	Action 2025-City of Watertown 11.	-
City of Watertown DPW	Building	X	X	Action 2025-City of Watertown 11.	-
Watertown (C) Distribution Garage	Equipment Storage	X	X	Action 2025-City of Watertown 11.	-
DANC AWL Inter connection	Transmission Main	X	X	Action 2025-City of Watertown 11.	-

Source: Jefferson County 2024; New York State Department of Environmental Conservation 2023, 2024; Federal Communications Commission 2024; HIFLD 2023, 2024; NYS Department of Health 2024; National Plan and Provider Enumeration System 2023; USACE 2024; NYS Department of Transportation 2023

The municipality does not have any identified high hazard potential dams within the jurisdiction.



## 39.5 GROWTH/DEVELOPMENT TRENDS

Understanding how past, current, and projected development patterns have or are likely to increase or decrease risk in hazard areas is a key component to appreciating a jurisdiction's overall risk to its hazards of concern. Recent and expected future development trends, including major residential/commercial development and major infrastructure development, are summarized in Table H through Table L.

### 39.5.1 Development and Permitting

Table H. Development and Permitting Capability

Question	Answer
Does your municipality or the county issue building permits for development in your community?	Yes
What is your process for tracking building permits?	Permits are processed and tracked with the City digital permit system (Accela).
Are permits tracked by hazard area? (For example, floodplain development permits.)	Yes
Does your community have a buildable land inventory? If yes, please describe.	Yes, indicated in the City's Comprehensive Plan (2019)

Table I. Number of Building Permits for New Construction Issued Since the Previous HMP

	New Construction Permits Issued			
	Single Family	Multi-Family	Other (commercial, mixed-use, etc.)	Total
2019				
Total Permits	0	0	1	1
Permits within SFHA	0	0	0	0
2020				
Total Permits	0	0	0	0
Permits within SFHA	0	0	0	0
2021				
Total Permits	1	0	1	2
Permits within SFHA	0	0	0	0
2022				
Total Permits	1	0	1	2
Permits within SFHA	0	0	0	0
2023				
Total Permits	3	0	1	4
Permits within SFHA	0	0	0	0
2024	2	1	0	3





Total Permits				
Permits within SFHA	0	0	0	0

SFHA = Special Flood Hazard Area (1% flood event)

Table J. Recent Major Development and Infrastructure from 2011 to 2018

Property or Development Name	Type of Development	# of Units / Structures	Location (address and/or block and lot)	Known Hazard Zones	Description / Status of Development
None Identified					

Table K. Recent Major Development and Infrastructure from 2019 to Present

Property or Development Name	Type of Development	# of Units / Structures	Location (address and/or block and lot)	Known Hazard Zones	Description / Status of Development
4-story apartment building	Residential	43 Units	160 Main Avenue	None Identified	Construction began in 2024

Table L. Known or Anticipated Major Development and Infrastructure in the Next Five Years

Property or Development Name	Type of Development	# of Units / Structures	Location (address and/or block and lot)	Known Hazard Zones	Description / Status of Development
4-story apartment building	Residential	126 Units	211 Commerce Park Drive	None Identified	Construction to begin in June 2025

## 39.6 NATIONAL FLOOD INSURANCE PROGRAM COMPLIANCE

This section provides specific information on the management and regulation of the regulatory floodplain, including current and future compliance with the National Flood Insurance Program (NFIP). The floodplain administrator listed in Table A is responsible for maintaining this information.

### 39.6.1 NFIP Statistics

Table M summarizes the NFIP policy and claim statistics for Watertown.

Table M. Watertown NFIP Summary of Policy and Claim Statistics

# Policies	18
# Claims (Losses)	22
Total Loss Payments	\$49,250.52
# Repetitive Loss Properties (NFIP definition)	0
# Repetitive Loss Properties (FMA definition)	0
# Severe Repetitive Loss Properties	0



*NFIP Definition of Repetitive Loss: The NFIP defines a repetitive loss property as any insurable building for which two or more claims of more than \$1,000 were paid by the NFIP within any rolling 10-year period since 1978.*

*FMA Definition of Repetitive Loss: FEMA's Flood Mitigation Assistance (FMA) program defines a repetitive loss property as any insurable building that has incurred flood-related damage on two occasions, in which the cost of the repair, on average, equaled or exceeded 25 percent of the market value of the structure at the time of each such flood event.*

*Definition of Severe Repetitive Loss: A residential property covered under an NFIP flood insurance policy and: (a) That has at least four NFIP claim payments over \$5,000 each, and the cumulative amount of such claims payments exceeds \$20,000; or (b) For which at least two separate claims payments have been made with the cumulative amount of the building portion of such claims exceeding the market value of the building. At least two of the claims must have occurred within any 10-year period, more than 10 days apart.*

*Source: FEMA 2024*

## 39.6.2 National Flood Insurance Program (NFIP) Flood Vulnerability Summary

The HMP Team provided information on participation in and continued compliance with the NFIP in the table below.

Table N. NFIP Summary

NFIP Topic	Comments
Describe areas prone to flooding in your jurisdiction.	Portions of Huntington Street, Water Street & Newell Streets, located along the Black River and portions of Superior Street & Alexandria Avenue that are adjacent to Kelsey Creek
Who is the Community Floodplain Administrator (FPA)? Do they serve any roles other than FPA? Do they have adequate training and capacity for this role?	The City Engineer
What local department is responsible for floodplain management?	NYS DEC. Corp of Engineers, County Emergency Management City Engineering Department
Are any certified floodplain managers on staff in your jurisdiction?	City Engineer / Code Enforcement Supervisor
What is the local law number or municipal code of your flood damage prevention ordinance?	City Code Chapter 152: City of Watertown Local Law 4-1993 Adopted 08-02-1993; Amended in October 2016
When was the latest effective Flood Insurance Rate Map (FIRM) adopted, if applicable?	8/2/1993
Explain NFIP administration services (e.g., permit review, inspections, engineering capability, GIS, etc.)	Permit Application Review



NFIP Topic	Comments
What are the barriers to running an effective NFIP program in your community, if any?	Staffing/Funding for training & outreach
Does your floodplain management staff need any assistance or training to support its floodplain management program? If yes, what type of assistance/training is needed?	Yes, Training on awareness and development of plans for the City of Watertown
How do you make Substantial Damage determinations? What is the process to make sure these structures are brought into compliance?	For City Owned facilities, Internal Cost Estimates or Engineering Assessments
How do you determine if proposed development on an existing structure would qualify as a substantial improvement?	Site Plan Review, Building Code & Zoning Reviews
How many Substantial Damage determinations were declared for recent flood events in your jurisdiction?	None
Does the community track the number of buildings in the floodplain? If so, how many structures are in special flood hazard area (SFHA)?	Yes, 300 structures
How many structures (residential and non-residential) are exposed to flood risk within the community outside of the regulatory maps?	Multiple structures (more than 100) are at risk of flooding outside the FEMA FIRM flood Plain areas. These structures can be found near Kelsey Creek, along the Black River, and Beaver Meadows.
Does the community maintain elevation records? If yes, please describe.	No
Are there any repetitive loss (RL) or severe repetitive loss (SRL) structures in the community? If yes, how many of each category?	None
Describe any areas of flood risk with limited NFIP policy coverage.	Areas of risk are located mostly on the north side of the city along Keley Creek, along the edge of Black River, Around Beaver Meadow swamp, and along Hunt Street.
How does the community teach property owners or other stakeholders about the importance of flood insurance?	N/A
What digital sources (like the FEMA Map Service Center, National Flood Hazard Layer) or non-regulatory tools does your community use?	Not available - GIS



NFIP Topic	Comments
Are there other local ordinances, plans or programs (e.g., site plan review) that support floodplain management and meeting the NFIP requirements? For instance, does the planning board or zoning board consider efforts to reduce flood risk when reviewing variances such as height restrictions?	Site Plan review & Building Permit Applications consider building /project location with respect to FIRM.
When was the most recent Community Assistance Visit (CAV) or Community Assistance Contact (CAC)?	CAC: May 1, 2003 CAV: October 19, 2022
Does your community plan to join the CRS program or is your community interested in improving your CRS classification?	No



## 39.7 JURISDICTIONAL CAPABILITY INVENTORY AND ASSESSMENT

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Watertown performed an inventory and analysis of existing capabilities, plans, programs, and policies that enhance its ability to implement mitigation strategies. Volume I describes the components included in the capability assessment and their significance for hazard mitigation planning. The jurisdictional assessment for this annex includes analyses of the following:

- Planning and regulatory capabilities
- Development and permitting capabilities
- Administrative and technical capabilities
- Fiscal capabilities
- Education and outreach capabilities
- Classification under various community mitigation programs
- Adaptive capacity to withstand hazard events

For a community to succeed in reducing long-term risk, hazard mitigation must be integrated into day-to-day local government operations. As part of the hazard mitigation analysis, planning and /policy documents were reviewed, and each jurisdiction was surveyed to obtain a better understanding of their progress toward plan integration. Development of an updated mitigation strategy provided an opportunity for Watertown to identify opportunities for integrating mitigation concepts into ongoing City procedures.





### 39.7.1 Planning and Regulatory Capability and Integration

Planning and regulatory capabilities are the plans, policies, codes, and ordinances that prevent and reduce the impacts of hazards.

#### Ordinances

Jefferson County has an Emergency Management Ordinance which charges the County with maintaining a Comprehensive Emergency Management Plan to identify local measures that may prevent disasters, to develop local mechanisms to coordinate local resources and personnel for service during and after disasters, support the facilitation of delivery of services to aid citizens and reduce human suffering resulting from disaster, and to provide for short- and long-term recovery and redevelopment after disasters.

Jefferson County has Site Plan and Subdivision Codes that are relevant to development within a certain distance of County interests. Development applications in the areas across the County are sent to County Planning for review to promote coordination of land use decisions and local/county impacts. These County capabilities are inclusive of Watertown and the jurisdiction often partners with the County. To learn more about these capabilities please see Jefferson County's Jurisdictional Annex.

The HMP Team inventoried its existing ordinances against the full capability list of hazard mitigation-related capabilities. The absence of other kinds of ordinances was not considered a gap in local capabilities. The table below summarizes the ordinances currently in place in the City.

Table O. Ordinances

Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
Building Codes	Yes, Chapter 120 07/15/2007 Last updated 09/18/2023	All of the communities in Jefferson County regulate construction through the use of a building code. The City of Watertown adheres to the building code through the County Authority. Building codes regulate construction standards and are developed for specific geographic areas of the country. They consider the type, frequency, and intensity of hazards present in the region. Structures built to applicable building codes are inherently resistant to many hazards such as strong winds, floods, and earthquakes. Due to the location specific nature of the building codes, these are very valuable tools for mitigation.	Code Enforcement Officer / Code Enforcement Supervisor
Flood Damage Prevention Ordinance	Yes, Chapter 152	This ordinance is designed to protect communities from flood hazards by implementing regulations that ensures the land use and development practices account for the flood risks, requires vulnerable structures to be constructed to withstand flood damage, and to control changes to the natural floodplain and stream channels to prevent increased flood hazards.	City Engineer



Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
Real Estate Disclosure Requirements	Yes, Property Condition Disclosure Act, NY Code - Article 14 §460-467	In addition to facing potential liability for failing to disclose under the exceptions to “caveat emptor,” a home seller must make certain disclosures under the law or pay a credit of \$500 to the buyer at closing. While the PCDA requires a seller to complete a standardized disclosure statement and deliver it to the buyer before the buyer signs the final purchase contract, in practice, most home sellers in New York opt not to complete the statement and instead pay the credit.	NYS Department of State, Real Estate Agent
Site Plan Code	Yes, Chapter 310, Article X	Article X of the City's Zoning Ordinance establishes procedures for site plan review for new development. Site plan review is effective in reducing hazard impacts as the plans submitted for review would address adequacy of stormwater and drainage facilities and the adequacy of structures, roadways, and landscaping in areas with susceptibility to ponding, flooding and/or erosion	Planning Commission, Planning and Engineering Departments
Stormwater Management Code	Yes, Chapter 260	A stormwater management ordinance outlines mandatory requirements for managing post-construction stormwater runoff. It requires that designs that implement stormwater management to limit surface discharge volumes and reduce pollutant loadings	Public Works
Subdivision Code	Yes, Chapter A322	Subdivision ordinances offer an opportunity to account for natural hazards prior to the development of land as they formulate regulations when the land is subdivided. Subdivision design that incorporates mitigation principles can reduce the exposure of future development to hazard events.	Planning Board
Zoning/Land Use Code	Yes, Chapter 310	In addition to site plan review requirements, the Zoning Ordinance contains Low Impact Development (LID) Parking Standards. These standards require a LID approach with respect to stormwater management. Through the application of green infrastructure techniques, parking lot designs must incorporate stormwater management systems that treat and reduce the Water Quality and Runoff Reduction Volumes to the maximum extent practicable. The required Water Quality and minimum Runoff Reduction Volumes shall be calculated in accordance with the methodology provided in the latest version of the New York State Department of Environmental Conservation (NYSDEC) Stormwater Management Design Manual which shall serve as the basis of design for all stormwater calculations and proposed Best Management Practices (BMP) designs.	Zoning Officer



## Plans

Jefferson County has an Agriculture Plan (Jefferson County Agricultural and Farmland Protection Plan, 2016); Climate Adaptation / Resilience Plan (North Country Regional Sustainability Plan, 2013); Comprehensive Emergency Management Plan; County Emergency Preparedness Assessment (CEPA); Continuity of Operations Plan (Jefferson County Government COOP – COG Plan, 2023); Economic Development Plan (Jefferson County Comprehensive Economic Development Strategy, 2021); Public Health Plan (Jefferson County Public Health Service Strategic Plan 2023-2027); Threat and Hazard Identification and Assessment (THIRA); Tourism Plan; Transportation Plan (Jefferson County Coordinated Transportation Plan for Mobility Services, 2021); and other recent plans that are all countywide in scope and implementation and are applicable to the City of Watertown. To learn more about these capabilities please see Jefferson County's Jurisdictional Annex.

The HMP Team inventoried its existing plans against the full capability list of hazard mitigation-related capabilities. The absence of other kinds of plans was not considered a gap in local capabilities. The table below summarizes the plans currently in place.

Table P. Plans

Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
Business / Downtown Revitalization / Development Plan	Yes, Waterfront Revitalization Plan, February 2010 – Draft Plan and Downtown Revitalization Initiative Plan, March 2018	The City of Watertown is engaged in a planning initiative that will lead to the development of a Local Waterfront Revitalization Plan (LWRP) for the Black River. The revitalization plan will guide coordinated efforts by the City, State, and private interests to manage this important resource in a manner that protects its environmental integrity and maximizes its contribution to the City's quality of life and economic vitality. City residents have participated in community planning workshops that have drawn on local knowledge and understanding of the City and Black River to develop and document a vision that will guide planning along the Black River.	Planning Department
Comprehensive Plan	Yes, City of Watertown Comprehensive Plan, 2019	The City of Watertown adopted its Comprehensive Plan in 2019. The plan contains recommendations for sustainability and resilience. Recommendations include developing a Climate Action Plan, pursuing Climate Smart Communities designation and incorporating green infrastructure practices into projects to reduce flood risks and improve water quality.	Planning Commission
Capital Improvement Plan	Yes	The City has a 5-year Capital Improvement Plan that is updated annually that addresses the City's most critical infrastructure needs including hazard mitigation.	Planning Department
Comprehensive Emergency Management Plan (CEMP)	Yes	The City has a Local Hazard Mitigation Plan, but it dates back to 2008 and is in need of updating.	City Administration



Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
Emergency Operations Plan	Adopting the City of Watertown, New York Local Multi-Hazard Mitigation Plan 10/20/2008	The City has a resolution to adopt the City of Watertown Local Multi-Hazard Mitigation Plan. This Plan should be updated and reviewed periodically, to include training and awareness to appropriate City departments and staff	City Administration
Pandemic Operations Plan	Yes, May 4, 2021	Pandemic Operations Plan for the City of Watertown developed in accordance with NYS legislation S8617B/A10832 This plan should be reviewed periodically, to include training and awareness to appropriate City departments and staff	City Administration
Floodplain Management or Watershed Plan	Yes, 10/19/2010 MOU signed Term of MOU 10/19/2010-12/31/2015	MOU with Tug Hill Commission for the Black River Watershed Management Plan effective 10/19/2010 – 12/31/2015	Tug Hill Commission
Local Waterfront Revitalization Plan	Yes, Draft – February 2025	The City of Watertown is engaged in a planning initiative that will lead to the development of a Local Waterfront Revitalization Plan (LWRP) for the Black River. The revitalization plan will guide coordinated efforts by the city, State, and private interests to manage this important resource in a manner that protects its environmental integrity and maximizes its contribution to the City's quality of life and economic vitality. City residents have participated in community planning workshops that have drawn on local knowledge and understanding of the City and Black River to develop and document a vision that will guide planning along the Black River.	City Council, City Planning and Engineering Departments
Wet Weather Plan	Yes	The plan is on file and maintained by the Pollution Control Facility	NYS DEC and PCF
Transportation Plan	Yes	MPO long range transportation plan	City Administration
Watershed Plan	No, Source Water Assessment 2005	Assessment outlines the potential contamination sources upstream from the City's water treatment plant Report is on file at the WTP	NYS DOH
Tree Management Plan	Yes, Tree Management Plan, August 2018	The Urban Forestry Program utilizes the Tree Management Plan for guidance on planning, maintenance, and removal of trees.	Planning and Zoning Department
Risk Management Plan	Yes, Risk Management Plan 2024	Plan maintained at the Water Treatment Plant for the storage of gas chlorine	USEPA and the City WTP
Emergency Response Plan Water Treatment Plant	Yes, ERP 2023	Plan on file and maintained at WTP. Plan outlines response protocols to known vulnerabilities and events.	NYSDOH, WTP
Emergency Response Plan Pollution Control	Yes, ERP 2017	Plan on file and maintained at the PCF. Plan outlines response protocols to known vulnerabilities and events	NYSDEC PCF



## 39.7.2 Administrative and Technical Capability

Jefferson County Code, Fire Prevention and Building Code department currently enforces the New York State Uniform Fire Prevention and Building Code in 31 municipalities that chose not to enforce the Code at the local level, including the City of Watertown. The Department employs Code Enforcement Officers and clerical staff to ensure that new construction and areas of public assembly conform to the provisions of the State Uniform Code. Proper enforcement of the Code protects property and encourages quality development that enhances public safety and the economy of the County. The office's two major program responsibilities include existing and new building permit administration (i.e.: plan review, issuing permits, construction inspections and issuing certificates of occupancy) and mandated fire safety inspections.

Jefferson County has an Economic Development Commission (Jefferson County Comprehensive Economic Development Strategy); Emergency Management (Jefferson County Office of Fire & Emergency Management), County Department of Planning; County Public Health Department (including Administration and Finance, Home Healthcare Services, Medical Examiner's Office, Emergency Medical Services); County Highway Department, among others, whose programs and services serve the entire County, including the City of Watertown. To learn more about these capabilities please see Jefferson County's Jurisdictional Annex.

The HMP Team inventoried its existing Administrative and Technical Capabilities against the full capability list of hazard mitigation-related capabilities. The absence of other staff was not considered a gap in local capabilities. The table below summarizes staff and personnel resources.

Table Q. Administrative and Technical Capabilities

Capability Type	In Place in Municipality	Comments
Civil Engineer	Yes	The Engineering Department oversees civil engineering and infrastructure projects within the City and approves projects outside the City which connect to the City infrastructure. The Engineering Department staff consists of the City Engineer, two Civil Engineer 1, three Civil Engineer 2, and an administrative assistant. The Department makes up six staff members.
Code Enforcement Official	Yes	The Bureau of Code Enforcement deals with Local and State regulations pertaining to life safety and the general welfare of the public. The Code Enforcement staff consists of the Code Enforcement Supervisor, four Code Enforcement Officers, one Code Enforcement Aid and an administrative assistant. The City has seven Code Enforcement staff members.
Economic Development Commission/Committee	Yes	The City of Watertown Planning Department assists businesses within the city with their Economic Development needs and questions. In addition, the Planning Department acts as the City's liaison with the local economic development agencies listed below and can refer business owners to the appropriate agencies to meet their needs.
Maintenance Programs	Yes	The Urban Forestry Program involves the annual planting, maintenance, and removal of trees along the city streets and among parks.





Capability Type	In Place in Municipality	Comments
		<p>The Department of Public Works is responsible for the maintenance and repair of the following city assets: buildings and properties, street maintenance, surface treatment and snow removal, sewer main maintenance, traffic signal and sign maintenance, repair and maintenance of vehicles and equipment, and the care and maintenance of:</p> <ul style="list-style-type: none"><li>• City owned trees</li><li>• Public Square &amp; Downtown District</li><li>• City owned vacant property</li><li>• City owned fountains</li></ul>
Mutual Aid Agreements	Yes	The Fire Department participates in the Jefferson County Mutual aid agreement. This involves the fire department receiving and giving mutual aid with other fire departments in the county.
Personnel skilled or trained in GIS and/or Hazards United States (HAZUS) – Multi-Hazards (MH) applications	Yes	The City's IT department has staff dedicated to GIS support services.
Planners or engineers with knowledge of land development and land management practices	Yes	The City has planners with knowledge of land development and land management practices.
Planning Board	Yes	<p>The Planning Commission's primary function is to review development proposals for adherence to Zoning regulations, harmony with the Comprehensive Plan, as well as consistency with other adopted City policies and plans.</p> <p>The Planning Commission makes recommendations to the City Council on requests for Zone Changes. The Planning Commission grants final approval on requests for Site Plan Approval, Special Use Permits and Subdivision Approval.</p>
Planning Department	Yes	The Planning Department is responsible for guiding development and managing future growth patterns within the city. It proposes and implements programs, projects, plans and legislation that positively affect the development of the city as a community. Topics that fall under the purview of Planning include Zoning, downtown revitalization, tree planting, historic preservation, housing programs and economic development.
Public Works/Highway Department	Yes	<p>The Department of Public Works is responsible for the maintenance and repair of the following city assets: buildings and properties, street maintenance, surface treatment and snow removal, sewer main maintenance, traffic signal and sign maintenance, repair and maintenance of vehicles and equipment, and the care and maintenance of:</p> <ul style="list-style-type: none"><li>• City owned trees</li><li>• Public Square &amp; Downtown District</li><li>• City owned vacant property</li><li>• City owned fountains</li></ul>
Zoning Board of Appeals	Yes	The Zoning Board of Appeals (ZBA) is a quasi-judicial appellate board empowered to interpret and grant relief from the City Zoning Ordinance. The ZBA hears three main types of requests: Area Variances, Use Variances, and Interpretations.



Capability Type	In Place in Municipality	Comments
Urban Forestry Board	Yes	<p>The vision of the City of Watertown's Urban Forestry Program is to promote and preserve the urban forest and improve the management of public trees. This will ensure canopy continuity, which will reduce stormwater runoff and improve aesthetic value, air quality, and public health.</p> <p>The Urban Forestry Program involves the annual planting, maintenance, and removal of trees along the city streets and among parks. The Urban Forestry Program is administered by the Urban Forestry Coordinator under the City Planning Department. This individual develops the annual tree planting program, applies for, and administers grants, oversees tree maintenance and removal, integrates tree planting and other landscaping into proposed City projects, and determines the various species of trees planted within the Downtown Arboretum.</p>
Citizens Advisory Board	Yes	<p>The Citizens Advisory Board (also known as Advantage Watertown) is a consultative group made up of City stakeholders that discusses policy issues and municipal projects with Council Members and City Staff and offers feedback and recommendations. The board operates in an advisory role only and does not have any official decision-making or administrative authority. Discussions and presentations are informal and meant to encourage an open exchange of ideas.</p>
Civil Service Commission	Yes	<p>The City of Watertown Civil Service Commission performs legislative, executive, and judicial functions:</p> <ul style="list-style-type: none"><li>legislative when establishing rules having the force and effect of law</li><li>executive when administering the merit system, determining general policy, and establishing internal procedures</li><li>judicial when considering and resolving appeals of Civil Service Law</li></ul> <p>The Civil Service Commission serves the City of Watertown, Watertown City School District, Flower Memorial Library and Watertown Housing Authority. A full-time Executive Secretary works under the direction of the Civil Service Commission and their goal is to assist in appointing authorities and department heads in the recruitment and selection of employees dedicated to providing essential services to the citizens of the City of Watertown.</p>
Transportation Commission	Yes	<p>The Transportation Commission was established by the City Council in 1974, and in 1997, the ADA Paratransit Committee and Transportation Committee partnered to form the current Transportation Commission. The commission members take part in discussions and planning of many of the aspects of transit operations, such as fare structure, route mapping, customer services, incentive programs, ADA requirements, needs assessment, and much more.</p>

### 39.7.3 Fiscal Capability

The table below summarizes financial resources available to Watertown.



Table R. Fiscal Capabilities

Capability Type	Has this funding capability been used since the last plan (2011)? If yes, please describe.
Community Development Block Grants (CDBG, CDBG-DR)	Yes, The City is an Entitlement Community under the U.S. Department of Housing and Urban Development's Community Development Block Grant Program. Each year the city develops an Annual Action Plan to address priority housing and infrastructure needs in the community.
Capital improvement project funding	No
Authority to levy taxes for specific purposes	No
User fees for water, sewer, gas, or electric service	Yes, the City has water and sewer user fees which fund those respective operations.
Impact fees for homebuyers or developers of new development/homes	No
Stormwater utility fee	No
Incur debt through general obligation bonds	Yes, the City has issued general obligation bonds to finance various capital projects.
Incur debt through special tax bonds	No
Incur debt through private activity bonds	No
Withhold public expenditures in hazard-prone areas	No
Other Federal (non-FEMA) funding programs	Yes, the City currently receives the following Federal (non-FEMA) funding: Federal Highway, Federal Transit Administration (FTA), HUD Community Development Block grants, American Rescue Plan Act (ARPA), and Department of Justice grants.
FEMA funding programs	Yes, the City has received funding from the Assistance to Firefighters grant program, Staffing for Adequate Fire and Emergency Response (SAFER) grant, and for COVID expenses.
Other State funding programs	Yes, the City currently receives funding from the NYS Department of Transportation for road improvements and transit operations, NYS Department of State's Downtown Revitalization Initiative (DRI) program and Local Water Revitalization Program (LWRP), NYS Department of Environmental Conservation tree grants,
Open Space Acquisition funding programs	No
Other (for example, Clean Water Act 319 Grants [Nonpoint Source Pollution])	No

### 39.7.4 Education and Outreach Capability

The table below includes education and outreach programs and methods already in place that could be used to carry out mitigation activities and communicate information about hazards.



Table S. Education and Outreach Capabilities

Capability Type	Is this education and outreach capability currently in use in the Municipality? If yes, please describe.
Community Newsletter	Yes, the city manager puts out his Manager's Status and Information update. This may include information about current or upcoming events.
Hazard awareness campaigns (such as Firewise, Storm Ready, Severe Weather Awareness Week, school programs, public events)	No
Hazard mitigation information available on your website	No
Local News	Yes, The City has a local newspaper based in the city, multiple TV stations that cover the City's location, numerous websites to include news for the area. The City ensures that the news is informed with any important community information
Natural disaster/safety programs in place for schools	Yes, the City PD has a safety resource officer in the schools to provide multiple safety programs, and the City FD visits all schools in the city and provides fire safety programs.
Organizations that conduct outreach to socially vulnerable populations and underserved populations	Yes, the Fire Department does outreach with both the socially vulnerable and underserved populations. These outreaches speak of things to know during fire emergencies along with how to prepare for long term emergencies.
Public information officer or communications office	No, the City does not have a dedicated PIO. Pertinent department heads speak to hazards relating to their department specifics.
Social media for hazard mitigation education and outreach	Yes, the City itself has social media, as well as many of the individual departments have their own pages that they manage. This has been used for educating the public of hazards that are happening or coming.
Warning systems for hazard events	Yes, the City Fire Station 1 has a digital message board in front of the facility that can display messages. Parks and Recreation also has a digital sign board. The County also has a Reverse 911 system in place.



### 39.7.5 Hazard Capability Assessment

Each jurisdiction has a unique combination of capabilities to adjust to, protect from, and withstand a future hazard event, future conditions, and changing risk. The HMP Team ranked the local government's capability to address risks and impacts of each hazard based on the risk and capability assessments performed above.

- *Strong: Capacity exists and effectively manages the impacts of this hazard.*
- *Moderate: Capacity exists but is not used or needs some improvement.*
- *Weak: Capacity exists and needs substantial improvement*
- *None: Capacity does not exist.*

Table T. Adaptive Capacity

Hazard	Strong, Moderate, Weak, None
Dam Failure	Moderate
Drought	None
Extreme Temperature	None
Flood	Weak
Geological Hazards	None
Severe Storm	Moderate
Severe Winter Storm	Strong
Wildfire	Strong

## 39.8 MITIGATION STRATEGY AND PRIORITIZATION

This section discusses the status of mitigation actions from the previous HMP, describes proposed hazard mitigation actions, and prioritizes actions to address over the next five years.

### 39.8.1 Past Mitigation Action Status

The tables below indicate progress on the City's mitigation strategy identified in the 2011 HMP. Actions that are still recommended but not completed or that are in progress are carried forward and combined with new actions as part of the mitigation strategy for this plan update. Previous actions that are now ongoing programs and capabilities are indicated as such and are presented in the capability assessment earlier in this annex.



## Status of Previous Mitigation Actions

WatertownC-01—Pratt Street	
Hazards Addressed	Flood
Lead Agency / Department	City Public Works
Supporting Agency / Department	-
Action Location	Pratt Street
Summary of Original Problem Summary of Solution (Project)	Pratt Street storm sewer and catch basin
Action Category	
Current Status	Proposed
Please describe the current status selection:	Not Started
Next Steps	
Include in the 2025 HMP or Discontinue?	Include
If include, revise/reword as appropriate	-
If discontinue, explain why	-

WatertownC-02—Mill Street Inspection	
Hazards Addressed	Flood
Lead Agency / Department	City Public Works
Supporting Agency / Department	-
Action Location	-
Summary of Original Problem Summary of Solution (Project)	200 Mill Street inspection and repair of storm sewer
Action Category	
Current Status	Proposed
Please describe the current status selection:	Not Started
Next Steps	
Include in the 2025 HMP or Discontinue?	Include
If include, revise/reword as appropriate	-
If discontinue, explain why	-



<b>WatertownC-03—Tree Removal</b>	
<b>Hazards Addressed</b>	Wind, Tornado, Lightning, Winter Storm, Drought, Fire
<b>Lead Agency / Department</b>	City Public Works
<b>Supporting Agency / Department</b>	-
<b>Action Location</b>	-
<b>Summary of Original Problem Summary of Solution (Project)</b>	Tree removal and trimming at various locations in the City of Watertown
<b>Action Category</b>	
<b>Current Status</b>	In-Progress
Please describe the current status selection:	Project Underway
<b>Next Steps</b>	
Include in the 2025 HMP or Discontinue?	Include
If include, revise/reword as appropriate	The city aggressively pursues urban forestry management and will continue to do so with trimming, removal & replanting operations
If discontinue, explain why	-

<b>WatertownC-04—GIS</b>	
<b>Hazards Addressed</b>	All
<b>Lead Agency / Department</b>	City Information Technology
<b>Supporting Agency / Department</b>	-
<b>Action Location</b>	-
<b>Summary of Original Problem Summary of Solution (Project)</b>	Expand and disseminate GIS and other hazards on the internet
<b>Action Category</b>	
<b>Current Status</b>	In-Progress
Please describe the current status selection:	Project Underway
<b>Next Steps</b>	
Include in the 2025 HMP or Discontinue?	Include
If include, revise/reword as appropriate	Continuing effort to maintain accurate mapping & data for assets.
If discontinue, explain why	-





WatertownC-05—Storm Sewer Program	
Hazards Addressed	Flood
Lead Agency / Department	City Public Works
Supporting Agency / Department	-
Action Location	-
Summary of Original Problem Summary of Solution (Project)	Expand a current program of cleaning storm sewers
Action Category	-
Current Status	In-Progress – Project Underway
Please describe the current status selection:	In Progress
Next Steps	
Include in the 2025 HMP or Discontinue?	Include
If include, revise/reword as appropriate	Continuing issues with staffing & workload to allow increased cleaning of storm sewer assets.
If discontinue, explain why	-

WatertownC-06—Project Name	
Hazards Addressed	All
Lead Agency / Department	CPG Member
Supporting Agency / Department	Manager
Action Location	-
Summary of Original Problem Summary of Solution (Project)	The County will maintain a hazard mitigation and mitigation planning web presence local municipal websites link up to this site, if they haven't already done so); all participating jurisdictions to support preparation of a joint annual hazard mitigation and mitigation planning fact sheet and its distribution; periodic discussion of hazard mitigation and the mitigation plan at other regular local meetings; use of annual flyers, newsletters, advertisements, or radio/tv announcements, etc. at the discretion of each jurisdiction (incorporating as much free information as possible from FEMA Publications Warehouse and other appropriate sources).
Action Category	
Current Status	Discontinued
Please describe the current status selection:	Ongoing Capability
Next Steps	
Include in the 2025 HMP or Discontinue?	Discontinue
If include, revise/reword as appropriate	-
If discontinue, explain why	Ongoing; is now a City capability

**WatertownC-07—Code and Ordinance Review**

<b>Hazards Addressed</b>	All
<b>Lead Agency / Department</b>	CPG Member
<b>Supporting Agency / Department</b>	City Manager's Office
<b>Action Location</b>	-
<b>Summary of Original Problem Summary of Solution (Project)</b>	Review existing local codes and ordinances against the identified hazards to determine whether there needs to be any amendments to address identified hazards and, where a need is identified, modify, or amend the codes or ordinances as applicable.
<b>Action Category</b>	
<b>Current Status</b>	Discontinued
Please describe the current status selection:	Ongoing Capability
<b>Next Steps</b>	
Include in the 2025 HMP or Discontinue?	Discontinue
If include, revise/reword as appropriate	-
If discontinue, explain why	-

**WatertownC-08—Enforcement of Codes**

<b>Hazards Addressed</b>	All
<b>Lead Agency / Department</b>	CPG Member
<b>Supporting Agency / Department</b>	City Manager's Office
<b>Action Location</b>	-
<b>Summary of Original Problem Summary of Solution (Project)</b>	Enforcement of NYS and Local Building Codes with continual CEO training.
<b>Action Category</b>	-
<b>Current Status</b>	Discontinued
Please describe the current status selection:	Ongoing Capability
<b>Next Steps</b>	
Include in the 2025 HMP or Discontinue?	Discontinue
If include, revise/reword as appropriate	-
If discontinue, explain why	Ongoing; is now a city capability

**WatertownC-09—Plan Review**

<b>Hazards Addressed</b>	All
<b>Lead Agency / Department</b>	CPG Member
<b>Supporting Agency / Department</b>	City Manager's Office
<b>Action Location</b>	-
<b>Summary of Original Problem Summary of Solution (Project)</b>	Ensure that the local comprehensive plans incorporate natural disaster mitigation techniques through a courtesy review of draft plans by the County Planning Department.
<b>Action Category</b>	
<b>Current Status</b>	Discontinued
Please describe the current status selection:	Ongoing Capability
<b>Next Steps</b>	
Include in the 2025 HMP or Discontinue?	Discontinue
If include, revise/reword as appropriate	-
If discontinue, explain why	This is a routine capability of the City during plan updates.

**WatertownC-10—Workshops**

<b>Hazards Addressed</b>	All
<b>Lead Agency / Department</b>	CPG Member
<b>Supporting Agency / Department</b>	City Manager's Office
<b>Action Location</b>	-
<b>Summary of Original Problem Summary of Solution (Project)</b>	Hold periodic workshops for municipalities regarding zoning and planning issues that arise regarding natural hazards and hazard mitigation.
<b>Action Category</b>	-
<b>Current Status</b>	Discontinued
Please describe the current status selection:	Ongoing Capability
<b>Next Steps</b>	
Include in the 2025 HMP or Discontinue?	Discontinue
If include, revise/reword as appropriate	-
If discontinue, explain why	This is a routine capability of the City for City property owners. The City hears planning and zoning issues with their planning and zoning boards.

**WatertownC- Water Main Replacement**

<b>Hazards Addressed</b>	Water Main Breaks
<b>Lead Agency / Department</b>	Water
<b>Supporting Agency / Department</b>	City Manager's Office
<b>Action Location</b>	-
<b>Summary of Original Problem Summary of Solution (Project)</b>	Replace aged infrastructure before failure. The city's inventory of water mains are very old, with roughly 75% of the distribution system older than 60 years, with some dating back 130 years. Water main breaks are frequent and limit the city's ability to focus on main replacement.
<b>Action Category</b>	-
<b>Current Status</b>	In Progress
Please describe the current status selection:	Started
<b>Next Steps</b>	
Include in the 2025 HMP or Discontinue?	Include
If include, revise/reword as appropriate	



## 39.8.2 Additional Mitigation Efforts

In addition to the mitigation actions completed in the tables above, Watertown identified the following mitigation efforts completed since the last HMP:

- General Regular Maintenance of Drainage Channels-clean, re-grade
- Installation of additional Drainage Structures in Prone Flooding areas
- Separation of sanitary to Storm where possible
- Additional Curbs on streets to direct positive runoff flow
- Increased tree planting to help with surface absorption

Since the adoption of the County's first HMP, Watertown has made significant mitigation progress in the following areas:

- Clean and televising of existing underground infrastructure

## 39.8.3 Identified Issues

**The City of Watertown has identified the following vulnerabilities within their community for mitigation strategy development:**

- Problem Statement 1: The southern section of the city is prone to flooding because of undersized pipes and a lack of storage volume at the discharge. Since outlet storage is uncontrollable, volume must be redirected to another outlet capable of dispersing it.
- Problem Statement 2: Throughout the city, combined sanitary pipes convey sewage and runoff to the treatment plant causing the plant to work harder than it needs to be taking years of its life expectancy and overflows out of the system into the water shed.
- Problem Statement 3: The Engine and Cedar Street sewers include combined sewer flows. These sewers ultimately tie into the Newell Street Interceptor sewer and during extreme storms or snow melt events this sewage discharges to a combined sewer overflows located along the black river.
- Problem Statement 4: The Watertown City School District (WCS) is located within the Western Outfall Trunk Sewer (WOTS) which floods during heavy rain and snow melt events. On August 9, 2024, severe rain from Hurricane Debbie caused flooding on the WCS property that inundated the City storm sewer infrastructure and caused flood damage to the City school buildings. The City is working with the district and commencing plans to construct a separate storm sewer and replacing the existing combined sewer system. This will entail construction of a new storm sewer trunk along Flower Avenue West, which will redirect and separate storm water from the sanitary sewer.
- Problem Statement 5: The city water infrastructure is very old and past its expected service life. Some areas have pipes that are over 100 years old. The city distribution system experiences 20 to 30 main breaks annually. The size and severity vary but in 2023 a 16" transmission main that was installed in 1932 failed and forced the WTP offline. Due to old and broken infrastructure, both 5MG and 3MG reservoirs drained leaving the city and impact regional customers including neighboring townships and the Fort Drum military installation. This would force closure of schools, restaurants, businesses as well as Samaritan Medi population without potable water.
- Problem Statement #6: The city sewer infrastructure is very old and past its expected service life. Some areas have pipes that are over 100 years old. The city public works department experiences 50 to 60 main breaks/laterals annually. Each break is due to an aged clay conveyance system that has outlived its useful life



and because of these failures like I&I, complete failures, underground root growth, etc. More and more has been happening before the city can get to replacement.

- Problem Statement 7: Numerous lead, galvanized, and unknown material service lines exist in the city. These pose a threat to the health and well being of the city population that they serve. The financial burden that the mandated service line replacement plan in the Lead Copper Rule Improvement will only further drain money from the City and its population.
- Problem Statement 8: Non-compliance with SDWA Stage II Disinfection by Products Rule. The City WTP is a regional water supplier for the City, surrounding towns and the Fort Drum. For many years the City and its contingent users have struggled to meet compliance with the Stage II rule. This has resulted in several Administrative Orders from the USEPA to be served. Each order is an actionable directive for the city and the communities it serves to achieve compliance or face civil penalties.
- Problem Statement 9: Leaking finished water reservoirs. The City maintains two water storage reservoirs, 5MG and a 3MG, that serve as emergency capacity for fire protection. The reservoirs were constructed in the 1850's and have had several upgrades and repairs to extend their service life. The 5 MG reservoir has a significant leak that challenges the WTP to maintain a full capacity. There have been many attempts to locate the leak, but none have been found. The floor of the tank is suspect because of the numerous seams and penetrations from the roof support columns.
- Problem Statement 10: Pollution Control Facility bypass. The city owns and operates a regional Pollution Control Facility that receives from the city, surrounding municipalities and Fort Drum. The network is comprised of mostly combined sanitary and storm drains. Due to the amount of combined sewer flows during significant rain events, it is necessary to have treatment bypass and direct discharge to the Black River to remain within their treatment capacity. The quantity of combined sewer system makes the expense of separation burden already limited funds.
- Problem statement #11. The City's storm infrastructure is very old and past its expected service life. Some areas have pipes that are over 100 years old. The City's public works department experiences 40 to 50 breaks annually. Each break is due to an aged clay conveyance system that has outlived its useful life and because of these failures like I&I, complete failures, underground root growth, etc. More and more has been happening before the city can get to replacement. Most of the infrastructure is still old laid up brick, stone covered by slabs of old concrete or ledge rock.
- Problem Statement #12. The City of Watertown Fire Department currently maintains six emergency response trailers designed to address a wide range of severe situations, including floods, building collapses, hazardous material spills, and other technical rescue scenarios. These trailers are equipped with specialized equipment essential for responding to natural disasters, severe weather events, and large-scale emergencies. The combined value of these assets exceeds several million dollars. The trailers contain high-value, critical equipment such as rescue tools, medical supplies, and technical gear that are vital for effective response during emergencies.
  - However, due to insufficient indoor storage capacity at the fire station, these valuable assets are vulnerable to a range of security and environmental risks. Currently, the trailers are stored outside or in inadequate facilities, leaving them exposed to potential vandalism, theft, and unauthorized access, which could delay emergency responses and undermine public safety. Given their high value and essential role in disaster response, the security of these trailers is a significant concern. In addition, the equipment is subject to damage from the harsh winter weather, including freezing temperatures, snow accumulation, and ice, as well as heavy rainfall, wind, and flooding associated with severe storms and other natural disasters. Exposure to these elements could lead to equipment malfunction, corrosion, and deterioration, potentially rendering the trailers unusable when they are most needed.
  - The lack of climate-controlled storage also presents a serious risk of delayed responses or impaired effectiveness in the event of an emergency, as damaged equipment may not function properly or be



ready for immediate deployment. This could exacerbate the consequences of severe weather events, floods, or other natural disasters, leaving the community more vulnerable to the impacts of these hazards.

- To mitigate these risks and strengthen the city's disaster response capabilities, an expansion of the Massey Street fire station is needed. This expansion would provide secure, climate-controlled storage for the emergency response trailers, safeguarding the equipment from theft, vandalism, and damage caused by weather extremes. By ensuring that these critical assets are stored in a protected environment, the expansion will help preserve their integrity and availability, ensuring that they are fully operational and ready for deployment when disaster strikes.
- In addition to securing the trailers, the expanded facility would serve as a dual-purpose space. The additional space could also function as a temporary emergency shelter for city personnel or community members during large-scale disasters. In the event of severe storms, floods, or other emergencies, this shelter would provide safe refuge for individuals who are displaced or in need of protection.
- Moreover, the expansion could house a joint operations center (JOC), which would be instrumental in coordinating mitigation efforts and managing disaster responses during large-scale events. The JOC would serve as a central hub for interagency collaboration, bringing together local, state, and federal response teams to effectively manage emergency situations. This could include coordination with public safety agencies, health services, and utilities to ensure a unified approach to mitigation and recovery. By integrating a JOC into the facility, the City of Watertown would enhance its ability to respond not only to immediate threats but also to engage in long-term hazard mitigation planning and operations. The presence of a JOC would streamline decision-making processes and improve the city's overall resilience during major disaster events.
- By addressing the vulnerabilities associated with the storage of these high-value assets and ensuring their availability for rapid deployment, this expansion will significantly enhance the city's ability to mitigate the impacts of natural disasters. The dual-use nature of the expanded facility—providing secure trailer storage, an emergency shelter, and a joint operations center—will improve both the immediate disaster response capabilities and long-term mitigation strategies, strengthening the city's resilience and reducing risks associated with equipment failure, environmental damage, and security threats.





- Problem Statement #13 - Samaritan Medical Center currently has two (2) 1250 kw generators that run in parallel to supply the facility in the event of a loss of power from the utility company. These generators and switchgear equipment were installed in 1999. At the time of installation, the generator capacity was such that 100% of the facility was powered by generator in the event of a loss of power from the utility company, even though providing 100% generator capacity was not required by any regulatory requirements. Since 1999, Samaritan has undertaken multiple significant facility expansions and renovations. The expansion projects have added roughly 30% to our overall square footage. During this period of time, Samaritan has continued to leverage the existing dual 1250 kw generators to provide backup power. Due to the complex nature of modifying the switchgear and electrical branches during the 25-year life of our generators, we have not had the capability to take full advantage of our generator capacity. As a result, Samaritan has been in the position to only provide the minimum required level of emergency backup power to certain areas of our facility that provide critical services to patients. While we continue to meet regulatory requirements for providing backup power to life safety and critical equipment branches, there are a number of areas within the facility that provide essential patient care services that we have not been able to integrate into our generator plant to the extent that allows us to continue certain services in the event of a power outage. These essential areas include our cancer center with medical and radiation oncology, our radiology department, our operating room central sterilization equipment, and other ancillary outpatient areas. These two areas of primary concern, the Operating Room sterilization equipment and the cancer center, have the requisite backup power from a regulatory perspective. However, in our cancer center, we are in a position whereby we have to cancel patient treatments because the equipment used to mix chemotherapy drugs and infuse medications are unable to be tied into our generator plant. Additionally, Samaritan is a Level III Trauma Center and the ability to fully operate our surgical suite is essential. In the event of a loss of power, we are unable to sterilize instruments and equipment which is essential to our operating room being available in the event of ongoing needs. Over the past five (5) years, we have experienced power outages ranging from 4 hours to 48- hours that have resulted in the cancellation of surgical cases, cancer treatments, and other patient appointments and/or restricting and cancelling services altogether for the patients in our community. As a designated Level III Trauma Center and Primary Stroke Center, Samaritan is the only full-scale Acute Care hospital within a 70-mile radius. While there are several other hospitals within the region, all of them are smaller, Critical Access Hospitals that do not offer the array of services that Samaritan offers. We are proposing to purchase and install a brand new 2000 kW generator, replacing outdated generator switchgear, and upgrading the two existing generators to integrate them into the new switchgear and new generator. Additionally, we will be modifying the generator power distribution system to ensure the necessary backup power is available to continue to meet regulatory requirements and support necessary patient care services to prevent the need to cancel services in our cancer center and operating rooms in the event of a power outage.



- Project Statement #14 - Samaritan Medical Center, located in Watertown, New York, is a 290-bed, not-for-profit community medical center dedicated to providing a comprehensive range of inpatient and outpatient healthcare services. From primary and emergency care to specialized medical and surgical treatments—such as cancer care, neonatal intensive care, behavioral health, addiction services, and advanced imaging—the medical center serves the diverse healthcare needs of both civilian and military communities.
- As the primary healthcare provider for the greater Watertown area and the nearby Fort Drum military base, Samaritan Medical Center plays a critical role in the region's healthcare infrastructure. The medical center is a vital resource for Fort Drum, providing services not only to active-duty military personnel but also to their families and veterans. This partnership with Fort Drum makes Samaritan an essential part of the military community, offering specialized care for soldiers and their families who may not have access to larger medical centers elsewhere.
- With the increasing demand for medical services in both the Watertown and Fort Drum communities, Samaritan Medical Center is planning significant expansion projects to meet these needs. However, these expansions will put additional pressure on the city's already aging and undersized water, storm, and sanitary sewer systems. The current infrastructure, which was built decades ago, is already operating at or near capacity and may struggle to accommodate the increased load resulting from the expanded medical facility.
- To support the growth, Samaritan's expansion plans will likely include necessary upgrades to the city's water and sewer systems, such as increasing sewer capacity, replacing aging infrastructure, installing backflow prevention mechanisms, and implementing on-site stormwater retention. These efforts aim to ensure that the surrounding systems can handle the added volume and avoid potential environmental and health hazards. Moreover, addressing the combined sewer system in the area and separating stormwater drainage from sanitary sewer lines will be crucial in preventing overflow and maintaining compliance with environmental regulations. These upgrades are essential not only for the hospital's expansion but for the long-term sustainability of the community's infrastructure as a whole.
- There are facilities that are located in the City floodplain but may not be City owned.

### 39.8.4 Proposed Hazard Mitigation Actions for the HMP Update

Watertown participated in the mitigation strategy workshop and identified hazard mitigation actions to reduce the risks and impacts of hazards the community ranked as high-risk. Hazard risk ranking was specific to each community in the County and was based on quantitative (i.e., analysis of the best available data) and qualitative risk assessment processes (i.e., evaluation of previous occurrences, likelihood of future occurrences and vulnerabilities to people and community services; buildings and critical infrastructure; the natural environment and other local priorities).

Implementation of these actions are dependent upon available funding (grants and local match availability) and local capacity and may be modified or omitted at any time based on the occurrence of new hazard events and changes in local priorities.

Volume I identifies fourteen evaluation criteria for prioritizing the mitigation actions. Below, Table U provides the prioritization criteria score for each proposed mitigation action.

#### Action 2025-City of Watertown 01. Stormwater Master Plan

Lead Agency:

City of Watertown Department of Public Works



Supporting Agencies:	Jefferson County Soil and Water Conservation District, NYS Department of Environmental Conservation (DEC), FEMA Region II, local engineering consultants
Hazards of Concern:	Flooding, Severe Storms, Severe Winter Storms
Description of the Problem:	The southern section of the city is prone to flooding because of undersized pipes and a lack of storage volume at the discharge. Since outlet storage is uncontrollable, volume must be redirected to another outlet capable of dispersing it.
Description of the Solution:	<p>Conduct a comprehensive stormwater master plan that includes hydrologic/hydraulic modeling and engineering assessments to identify, right-size and prioritize mitigation strategies considering the feasibility and costs associated with:</p> <ul style="list-style-type: none"><li>• Stormwater infrastructure upgrades (replacement and upsizing) to increase the system's capacity to convey stormwater during high-intensity rainfall events, reducing the frequency and severity of localized flooding.</li><li>• Construction of a secondary outlet system capable of receiving and redirecting excess stormwater to an area with sufficient dispersal capacity</li><li>• Installation of green infrastructure such as bioswales, rain gardens, and permeable pavements to reduce runoff volume</li><li>• Upstream detention/retention basins upstream of the discharge point to temporarily store excess stormwater</li><li>• Restoring natural floodplain areas and improving channel capacity where feasible</li></ul>
Estimated Cost:	\$5 million – \$10 million (depending on scope and phasing)
Potential Funding Sources:	FEMA HMGP, NYS Environmental Facilities Corporation (EFC), Clean Water State Revolving Fund (CWSRF), local capital improvement funds
Implementation Timeline:	3–5 years (planning, design, permitting, and phased construction)
Goals Met:	1, 2, 3, 4, 5, 6, 7
Benefits:	<ul style="list-style-type: none"><li>• Reduced frequency and severity of flooding</li><li>• Protection of public and private property</li><li>• Improved stormwater management and water quality</li><li>• Enhanced green space and urban aesthetics</li></ul>
Impact on Socially Vulnerable Populations:	Reduces flood risk in potentially underserved neighborhoods and improves public health and safety
Impact on Future Development:	Supports sustainable development by reducing flood risk in developable areas and improving infrastructure capacity
Impact on Critical Facilities/Lifelines:	Protects transportation routes, utilities, and emergency services from flood-related disruptions
Impact on Capabilities:	Enhances local planning, engineering, and emergency response capabilities through improved data and infrastructure
Climate Change Considerations:	Addresses increased rainfall intensity and frequency due to climate change; improves adaptive capacity of stormwater systems
Mitigation Category	Local Plans and Regulations; Structure and Infrastructure Projects; Natural Systems Protection



CRS Category	Drainage System Maintenance (540); Stormwater Management (450); Floodplain Management Planning (510)	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Increase routine maintenance and cleaning of existing stormwater infrastructure (e.g., catch basins, culverts, and storm drains) to improve flow capacity.	Does not address long-term capacity issues or structural limitations; limited effectiveness during high-intensity storms.
	Install localized rainwater harvesting systems (e.g., rain barrels or cisterns) on public buildings and encourage residential participation through incentives.	Limited impact on large-scale flooding; effectiveness depends on widespread adoption and maintenance.

## Action 2025-City of Watertown 02. Combine Sewer Overflows Plan

Lead Agency:	City of Watertown Department of Public Works
Supporting Agencies:	NYS Department of Environmental Conservation (DEC), Jefferson County Public Health Service, U.S. Environmental Protection Agency (EPA), local engineering consultants
Hazards of Concern:	Flooding, Severe Storms, Severe Winter Storms
Description of the Problem:	The City of Watertown's aging combined sewer system, particularly in areas such as Engine and Cedar Streets, conveys both sanitary sewage and stormwater runoff to the wastewater treatment plant. During extreme weather events, this system becomes overwhelmed, leading to combined sewer overflows (CSOs) that discharge untreated sewage into the Black River. This not only reduces the lifespan of the treatment plant but also poses significant environmental and public health risks.
Description of the Solution:	<p>The City will develop a CSO control plan will be developed in coordination with state and federal partners. The plan will outline projects for achieving reduced overflows and discharge into the river, regulatory compliance, protecting water quality, and prioritizing infrastructure investments. Possible proposed mitigation strategies may include:</p> <ul style="list-style-type: none"> <li>• Sewer separation projects: Phased sewer separation projects in key areas, beginning with Engine and Cedar Streets. These projects will involve the construction of dedicated stormwater and sanitary sewer lines to eliminate combined flows. This will reduce the volume of water requiring treatment and prevent overflows during storm events.</li> <li>• Expansion of Stormwater Storage Capacity: Construction of underground stormwater detention or retention facilities in strategic locations that will temporarily store excess runoff during peak events, allowing for controlled release into the system after the storm subsides.</li> <li>• Real-Time Monitoring and Control Systems: These systems will use sensors and automated gates to optimize flow distribution and reduce the likelihood of overflow events.</li> </ul>
Estimated Cost:	\$8 million – \$15 million (depending on scope and phasing)



Potential Funding Sources:	FEMA HMGP, NYS Environmental Facilities Corporation (EFC), Clean Water State Revolving Fund (CWSRF), EPA Water Infrastructure Finance and Innovation Act (WIFIA), local capital improvement funds	
Implementation Timeline:	3–7 years (planning, design, permitting, phased construction)	
Goals Met:	1, 2, 3, 4, 5, 6, 7	
Benefits:	<ul style="list-style-type: none"> <li>Reduced frequency and volume of CSOs</li> <li>Improved water quality in the Black River</li> <li>Extended lifespan of wastewater treatment infrastructure</li> <li>Compliance with state and federal environmental regulations</li> </ul>	
Impact on Socially Vulnerable Populations:	Reduces exposure to contaminated water and improves environmental health in underserved areas	
Impact on Future Development:	Supports sustainable growth by improving infrastructure capacity and reducing environmental constraints	
Impact on Critical Facilities/Lifelines:	Protects water and wastewater systems, public health infrastructure, and emergency services from service disruptions	
Impact on Capabilities:	Enhances local monitoring, planning, and emergency response capabilities through improved infrastructure and data systems	
Climate Change Considerations:	Addresses increased precipitation and storm intensity due to climate change; improves system adaptability and resilience	
Mitigation Category	Structure and Infrastructure Projects; Local Plans and Regulations	
CRS Category	Stormwater Management (450); Drainage System Maintenance (540); Water Quality Protection (430)	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Increase frequency of catch basin and sewer line cleaning to reduce blockages and improve flow during storm events.	Does not address structural limitations or long-term capacity issues; limited impact during extreme weather events.
	Launch a public education and incentive program to promote disconnection of residential downspouts and sump pumps from the combined sewer system.	Requires widespread participation and enforcement; limited impact without complementary infrastructure upgrades.

## Action 2025-City of Watertown 03. WOTS Flooding and School District Protection

Field	Details
Lead Agency	City of Watertown Department of Public Works
Supporting Agencies	Watertown City School District, NYS Department of Environmental Conservation (DEC), Jefferson County Emergency Management, FEMA Region II
Hazards of Concern	Flooding, Severe Storms, Infrastructure Failure, Public Health and Safety



Description of the Problem	The Watertown City School District (WCS) is located within the Western Outfall Trunk Sewer (WOTS) basin, which floods during heavy rain and snowmelt events. On August 9, 2024, severe rainfall from Hurricane Debbie caused flooding on WCS property, overwhelming the City's storm sewer infrastructure and resulting in flood damage to school buildings.	
Description of the Solution	The City is collaborating with the school district to construct a new, separate storm sewer system to replace the existing combined sewer infrastructure. This includes the construction of a new storm sewer trunk along Flower Avenue West to redirect stormwater away from the sanitary sewer system, thereby reducing flood risk and protecting school infrastructure.	
Estimated Cost	\$4 million – \$6 million	
Potential Funding Sources	FEMA HMGP, NYS Environmental Facilities Corporation (EFC), Clean Water State Revolving Fund (CWSRF), U.S. Department of Education (for school infrastructure resilience), local capital improvement funds	
Implementation Timeline	2–4 years (design, permitting, construction)	
Goals Met	1, 2, 3, 4, 5, 6, 7	
Benefits	<ul style="list-style-type: none"><li>- Reduced flood damage to school facilities</li><li>- Improved public safety and continuity of education</li><li>- Decreased burden on combined sewer system</li><li>- Enhanced stormwater conveyance and environmental protection</li></ul>	
Impact on Socially Vulnerable Populations	Protects students and staff, many of whom may be from vulnerable or underserved populations	
Impact on Future Development	Supports safe development and infrastructure upgrades in the school district and surrounding neighborhoods	
Impact on Critical Facilities/Lifelines	Directly protects a critical facility (school) and supports continuity of education and emergency sheltering functions	
Impact on Capabilities	Improves municipal stormwater management capacity and interagency coordination	
Climate Change Considerations	Addresses increased frequency and intensity of extreme precipitation events; enhances adaptive capacity of stormwater infrastructure	
Mitigation Category	Structure and Infrastructure Projects; Local Plans and Regulations	
CRS Category	Stormwater Management (450); Drainage System Maintenance (540); Flood Protection (530)	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Install rain gardens and vegetated swales on school property to capture and slow stormwater runoff before it enters the sewer system.	Limited capacity for large storm events; requires ongoing maintenance and space availability.
	Implement a downspout disconnection program for school buildings to divert roof runoff to landscaped areas or rain barrels.	Limited impact during extreme weather; effectiveness depends on site conditions and maintenance.





## Action 2025-City of Watertown 04. Water Infrastructure Asset Management Plan

Lead Agency:	City of Watertown Department of Public Works
Supporting Agencies:	Jefferson County Office of Fire and Emergency Management, NYS Department of Health, NYS Department of Environmental Conservation, Fort Drum Public Works, Tetra Tech (consulting), FEMA Region II
Hazards of Concern:	Flooding, Severe Storm, Severe Winter Storm, Drought, Geological Hazards
Description of the Problem:	<p>The City of Watertown's water distribution system is severely aged, with some components exceeding 100 years in service. The system experiences frequent main and lateral breaks, 20 to 30 main breaks and 50 to 60 lateral failures annually, due to deteriorated clay pipes, root intrusion, infiltration and inflow (I&amp;I), and structural failures. In 2023, the failure of a 16-inch transmission main installed in 1932 forced the city's water treatment plant offline, draining both the 5MG and 3MG reservoirs. This event disrupted water service to the entire city, neighboring municipalities, and Fort Drum, and threatened critical facilities such as schools, businesses, and the Samaritan Medical Center.</p>
Description of the Solution:	<p>The City will conduct a comprehensive water infrastructure asset management plan to guide near- and long-term capital investments. This plan will include lifecycle cost analysis, risk prioritization, and funding strategies to ensure sustainable infrastructure renewal. The plan will include hydrologic/hydraulic modeling and engineering assessments to identify, right-size and prioritize mitigation strategies. Possible proposed mitigation strategies may include:</p> <ul style="list-style-type: none"><li>• Systematic Water Main Replacement Program to implement a phased, prioritized replacement of aging water mains, beginning with the most failure-prone segments.</li><li>• Design and construction of redundant transmission mains and looped connections in the distribution system</li><li>• Assessment of reservoir and pump station infrastructure and possible hardening measures to improve reliability during extreme events. This includes seismic retrofitting, backup power installation, and automation of controls for remote monitoring and response.</li><li>• Targeted replacement of legacy clay and brick-lined, particularly in areas with high failure rates or critical service needs. This will reduce I&amp;I, root intrusion, and structural collapse risks.</li></ul>
Estimated Cost:	\$15–25 million (depending on scope and phasing)
Potential Funding Sources:	FEMA HMGP, NYS Environmental Facilities Corporation (EFC), USDA Rural Development, Water Infrastructure Improvement Act (WIIA), City Capital Improvement Budget
Implementation Timeline:	Planning and design: 2025–2026 Phased construction: 2026–2035
Goals Met:	1, 2, 3, 4, 5, 6, 7
Benefits:	<ul style="list-style-type: none"><li>• Reduced frequency and severity of water service disruptions</li><li>• Improved public health and fire protection</li><li>• Enhanced resilience to climate-related hazards</li><li>• Long-term cost savings through proactive maintenance</li></ul>





Impact on Socially Vulnerable Populations:	Ensures equitable access to safe drinking water and reliable service, especially in underserved neighborhoods	
Impact on Future Development:	Supports smart growth and infrastructure planning; ensures capacity and reliability for future residential and commercial development	
Impact on Critical Facilities/Lifelines:	Directly supports hospitals, schools, emergency services, and Fort Drum	
Impact on Capabilities:	Enhances local planning, engineering, and emergency response capabilities; builds institutional knowledge and asset management capacity	
Climate Change Considerations:	Addresses increased stress on water infrastructure from drought, extreme precipitation, and freeze-thaw cycles; includes resilience measures such as backup power and seismic retrofits	
Mitigation Category	Infrastructure Retrofit / Local Plans and Regulations	
CRS Category	Protection of Critical Facilities / Infrastructure Projects	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Implement a citywide leak detection and monitoring program using acoustic sensors and smart meters.	Does not replace failing infrastructure; effectiveness depends on consistent monitoring and maintenance.
	Launch a public education and incentive program to encourage water conservation and reduce system demand during peak periods.	Limited impact on physical system vulnerabilities; relies on voluntary participation.

## Action 2025-City of Watertown 05. Lead Service Line Replacement Program

Lead Agency	City of Watertown Department of Public Works
Supporting Agencies	Jefferson County Public Health Service, NYS Department of Health, U.S. Environmental Protection Agency (EPA), local engineering consultants
Hazards of Concern	Public Health Hazard, Infrastructure Failure, Contaminated Drinking Water
Description of the Problem	Numerous lead, galvanized, and unknown material service lines exist in the City of Watertown. These aging components pose a serious threat to public health due to the risk of lead exposure, especially for vulnerable populations. The financial burden of complying with the EPA's Lead and Copper Rule Improvements (LCRI) is substantial and could strain both municipal resources and residents.



Description of the Solution	<p>The City will implement a comprehensive lead service line replacement program. This includes:</p> <ul style="list-style-type: none"><li>• Completing a full inventory and GIS-based mapping of all service lines</li><li>• Phased replacement of lead and galvanized lines, prioritizing high-risk areas</li><li>• Developing financial assistance and cost-sharing programs for residents</li><li>• Launching a public education and risk communication campaign</li><li>• Updating emergency response protocols for contamination events</li><li>• Integrating replacement efforts into capital improvement planning</li><li>• Pursuing federal and state funding opportunities to support implementation</li></ul>
Estimated Cost	\$10 million – \$20 million
Potential Funding Sources	FEMA HMGP, Drinking Water State Revolving Fund (DWSRF), Bipartisan Infrastructure Law (BIL), NYS Environmental Facilities Corporation (EFC), local capital improvement funds
Implementation Timeline	3–10 years (inventory, planning, phased replacement)
Goals Met	1, 2, 3, 4, 5, 6, 7
Benefits	<ul style="list-style-type: none"><li>• Reduced lead exposure and improved public health</li><li>• Increased community trust in water infrastructure</li><li>• Long-term cost savings through proactive replacement</li><li>• Regulatory compliance and eligibility for funding</li></ul>
Impact on Socially Vulnerable Populations	Positive impact—reduces health risks for children, elderly, and low-income households; financial assistance programs will support equity
Impact on Future Development	Supports safe and sustainable development by ensuring reliable and compliant water infrastructure
Impact on Critical Facilities/Lifelines	Protects hospitals, schools, and emergency services from water quality disruptions
Impact on Capabilities	Improves asset management, planning, and emergency response capabilities
Climate Change Considerations	Supports infrastructure resilience and reliability under changing environmental conditions
Mitigation Category	Structure and Infrastructure Projects; Local Plans and Regulations
CRS Category	Water Quality Protection (430); Public Information (330)
Priority	High



Alternative	Action	Evaluation
	No action	-
	Distribute certified water filters to households with known or suspected lead service lines as a temporary risk reduction measure.	Temporary solution; does not eliminate the source of contamination; requires ongoing maintenance and replacement by residents.
	Launch a voluntary lead testing program for residential water, prioritizing schools, childcare centers, and high-risk neighborhoods.	Testing alone does not mitigate the hazard; requires follow-up action and funding for replacements.

## Action 2025-City of Watertown 06. Water Treatment and Distribution Improvements

Lead Agency:	City of Watertown Department of Water
Supporting Agencies:	Jefferson County Office of Fire and Emergency Management, NYS Department of Health, NYS Environmental Facilities Corporation (EFC), U.S. Environmental Protection Agency (EPA), Fort Drum Directorate of Public Works
Hazards of Concern:	Flood
Description of the Problem:	Non-compliance with SDWA Stage II Disinfection by Products Rule. The City WTP is a regional water supplier for the City, surrounding towns and the Fort Drum. For many years the City and its contingent users have struggled to meet compliance with the Stage II rule. This has resulted in several Administrative Orders from the USEPA to be served. Each order is an actionable directive for the city and the communities it serves to achieve compliance or face civil penalties.
Description of the Solution:	<p>The City will implement a multi-phase water treatment optimization and distribution system improvement project. This includes:</p> <ul style="list-style-type: none"><li>• Installation of advanced treatment technologies (e.g., granular activated carbon, UV disinfection, or ozone) to reduce precursor organics.</li><li>• Reconfiguration of the distribution system to reduce water age and stagnation zones.</li><li>• Installation of real-time water quality monitoring and control systems.</li><li>• Development of a Water Quality Management Plan to guide operations and maintenance.</li><li>• Public outreach and education to support conservation and system flushing efforts.</li></ul>
Estimated Cost:	\$10–18 million (depending on selected treatment technologies and distribution upgrades)
Potential Funding Sources:	FEMA HMGP, NYS EFC (Drinking Water State Revolving Fund), USDA Rural Development, EPA Water Infrastructure Finance and Innovation Act (WIFIA), City Capital Budget
Implementation Timeline:	Planning and design: 2025–2026 Construction and commissioning: 2026–2029



Goals Met:	1, 2, 3, 4, 5, 6, 7	
Benefits:	<ul style="list-style-type: none"> <li>• Achieves long-term compliance with federal drinking water standards</li> <li>• Reduces risk of EPA penalties and public health advisories</li> <li>• Enhances water quality and consumer confidence</li> <li>• Supports regional water supply reliability</li> </ul>	
Impact on Socially Vulnerable Populations:	Ensures equitable access to safe drinking water, especially in low-income and underserved communities	
Impact on Future Development:	Supports sustainable growth by ensuring reliable and compliant water infrastructure	
Impact on Critical Facilities/Lifelines:	Ensures uninterrupted water supply to hospitals, schools, emergency services, and Fort Drum	
Impact on Capabilities:	Strengthens local water utility operations, monitoring, and emergency response capabilities	
Climate Change Considerations:	Addresses increased organic loading and water quality degradation due to warmer temperatures and drought; improves system adaptability to changing conditions	
Mitigation Category	Infrastructure Retrofit / Natural Systems Protection	
CRS Category	Protection of Critical Facilities / Water Quality Protection	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Implement a system-wide unidirectional flushing program to reduce water age and remove organic material buildup in the distribution system.	Requires regular execution and staff time; may not be sufficient alone to achieve full compliance.
	Optimize existing treatment processes (e.g., adjusting coagulant dosing, pH, or chlorine contact time) to reduce precursor organics before disinfection.	May offer only incremental improvements; effectiveness depends on source water variability and operational constraints.

## Action 2025-City of Watertown 07. 5MG Reservoir Assessment

Lead Agency:	City of Watertown Department of Water
Supporting Agencies:	Jefferson County Office of Fire and Emergency Management, NYS Department of Health, NYS Environmental Facilities Corporation (EFC), U.S. Environmental Protection Agency (EPA), Fort Drum Directorate of Public Works
Hazards of Concern:	Flood, Severe Storm, Geological Hazards



Description of the Problem:	Leaking finished water reservoirs. The City maintains two water storage reservoirs, 5MG and a 3MG, that serve as emergency capacity for fire protection. The reservoirs were constructed in the 1850's and have had several upgrades and repairs to extend their service life. The 5 MG reservoir has a significant leak that challenges the WTP to maintain a full capacity. There have been many attempts to locate the leak, but none have been found. The floor of the tank is suspect because of the numerous seams and penetrations from the roof support columns.
Description of the Solution:	<p>The City will conduct a structural and geotechnical assessment of the 5MG reservoir to identify the source of the leak. Based on findings, the City will implement one or more of the following mitigation strategies:</p> <ul style="list-style-type: none"><li>• Full interior lining or replacement of the reservoir floor with modern impermeable materials.</li><li>• Installation of leak detection and monitoring systems.</li><li>• Construction of a new, seismically resilient, covered concrete or steel reservoir to replace or supplement the existing tank.</li><li>• Integration of backup storage capacity and automated controls to maintain pressure and supply during emergencies.</li></ul>
Estimated Cost:	\$8–12 million (depending on repair vs. replacement strategy)
Potential Funding Sources:	FEMA HMGP, NYS EFC (Drinking Water State Revolving Fund), USDA Rural Development, EPA WIFIA, City Capital Budget
Implementation Timeline:	Assessment and design: 2025–2026 Construction: 2026–2028
Goals Met:	1, 2, 3, 4, 5, 6, 7
Benefits:	<ul style="list-style-type: none"><li>• Prevents water loss and improves operational efficiency</li><li>• Ensures adequate fire suppression capacity</li><li>• Reduces risk of service interruptions</li><li>• Extends useful life of critical infrastructure</li></ul>
Impact on Socially Vulnerable Populations:	Ensures consistent water supply and fire protection in all neighborhoods, including low-income and high-risk areas
Impact on Future Development:	Supports safe and sustainable growth by ensuring adequate water storage and pressure for new developments
Impact on Critical Facilities/Lifelines:	Supports hospitals, schools, emergency services, and Fort Drum with reliable water supply and fire protection
Impact on Capabilities:	Improves local engineering, maintenance, and emergency response capabilities; enhances asset management planning
Climate Change Considerations:	Addresses increased evaporation and drought stress; improves system resilience to extreme weather and seismic events
Mitigation Category	Infrastructure Retrofit / Structure and Infrastructure Projects
CRS Category	Protection of Critical Facilities / Water Supply Protection
Priority	High



Alternative	Action	Evaluation
	No action	-
	Install a temporary floating cover on the 5MG reservoir to reduce evaporation and limit debris and precipitation infiltration while long-term solutions are evaluated.	Does not address structural leakage; temporary solution only.
	Increase frequency of manual inspections and water level monitoring to track leak severity and identify patterns related to weather or usage.	Labor-intensive; does not prevent further deterioration or resolve the leak.

## Action 2025-City of Watertown 08. Massey Street Fire Station Expansion

Lead Agency:	City of Watertown Fire Department
Supporting Agencies:	Jefferson County Office of Fire and Emergency Management, NYS Division of Homeland Security and Emergency Services (DHSES), FEMA Region II, Fort Drum Emergency Services, City of Watertown Department of Public Works
Hazards of Concern:	Flooding, Severe Storms, Severe Winter Storms
Description of the Problem:	<p>The City of Watertown Fire Department currently maintains six emergency response trailers designed to address a wide range of severe situations, including floods, building collapses, hazardous material spills, and other technical rescue scenarios. These trailers are equipped with specialized equipment essential for responding to natural disasters, severe weather events, and large-scale emergencies. The combined value of these assets exceeds several million dollars. The trailers contain high-value, critical equipment such as rescue tools, medical supplies, and technical gear that are vital for effective response during emergencies.</p> <p>However, due to insufficient indoor storage capacity at the fire station, these valuable assets are vulnerable to a range of security and environmental risks. Currently, the trailers are stored outside or in inadequate facilities, leaving them exposed to potential vandalism, theft, and unauthorized access, which could delay emergency responses and undermine public safety. Given their high value and essential role in disaster response, the security of these trailers is a significant concern. In addition, the equipment is subject to damage from the harsh winter weather, including freezing temperatures, snow accumulation, and ice, as well as heavy rainfall, wind, and flooding associated with severe storms and other natural disasters. Exposure to these elements could lead to equipment malfunction, corrosion, and deterioration, potentially rendering the trailers unusable when they are most needed.</p> <p>The lack of climate-controlled storage also presents a serious risk of delayed responses or impaired effectiveness in the event of an emergency, as damaged equipment may not function properly or be ready for immediate deployment. This could exacerbate the consequences of severe weather events, floods, or other natural disasters, leaving the community more vulnerable to the impacts of these hazards.</p>



Description of the Solution:	<p>To mitigate these risks and strengthen the city's disaster response capabilities, an expansion of the Massey Street fire station is needed. This expansion would provide secure, climate-controlled storage for the emergency response trailers, safeguarding the equipment from theft, vandalism, and damage caused by weather extremes. By ensuring that these critical assets are stored in a protected environment, the expansion will help preserve their integrity and availability, ensuring that they are fully operational and ready for deployment when disaster strikes.</p> <p>In addition to securing the trailers, the expanded facility would serve as a dual-purpose space. The additional space could also function as a temporary emergency shelter for city personnel or community members during large-scale disasters. In the event of severe storms, floods, or other emergencies, this shelter would provide safe refuge for individuals who are displaced or in need of protection.</p> <p>Moreover, the expansion could house a joint operations center (JOC), which would be instrumental in coordinating mitigation efforts and managing disaster responses during large-scale events. The JOC would serve as a central hub for interagency collaboration, bringing together local, state, and federal response teams to effectively manage emergency situations. This could include coordination with public safety agencies, health services, and utilities to ensure a unified approach to mitigation and recovery. By integrating a JOC into the facility, the City of Watertown would enhance its ability to respond not only to immediate threats but also to engage in long-term hazard mitigation planning and operations. The presence of a JOC would streamline decision-making processes and improve the city's overall resilience during major disaster events.</p> <p>By addressing the vulnerabilities associated with the storage of these high-value assets and ensuring their availability for rapid deployment, this expansion will significantly enhance the city's ability to mitigate the impacts of natural disasters. The dual-use nature of the expanded facility—providing secure trailer storage, an emergency shelter, and a joint operations center—will improve both the immediate disaster response capabilities and long-term mitigation strategies, strengthening the city's resilience and reducing risks associated with equipment failure, environmental damage, and security threats.</p>
Estimated Cost:	\$6–9 million
Potential Funding Sources:	FEMA HMGP, NYS DHSES, U.S. Department of Homeland Security Preparedness Grants, Community Development Block Grant – Disaster Recovery (CDBG-DR), City Capital Improvement Program
Implementation Timeline:	Planning and design: 2025–2026 Construction: 2026–2028
Goals Met:	1, 2, 3, 4, 5, 6, 7
Benefits:	<ul style="list-style-type: none"><li>• Reduces risk of equipment loss or failure</li><li>• Ensures rapid deployment of emergency resources</li><li>• Provides shelter and coordination space during disasters</li><li>• Strengthens interagency collaboration and response</li></ul>
Impact on Socially Vulnerable Populations:	Ensures timely emergency response and access to shelter for at-risk populations during disasters
Impact on Future Development:	Supports safe growth by enhancing emergency preparedness and response infrastructure
Impact on Critical Facilities/Lifelines:	Directly supports emergency services, public safety, and continuity of operations





Impact on Capabilities:	Significantly improves emergency response, coordination, and asset management capabilities	
Climate Change Considerations:	Protects equipment from increasing frequency and severity of extreme weather events; supports climate-resilient infrastructure planning	
Mitigation Category	Structure and Infrastructure Projects / Emergency Services Enhancement	
CRS Category	Emergency Services / Protection of Critical Facilities	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Lease or retrofit an existing municipal or commercial building to provide secure, climate-controlled storage for the emergency response trailers.	May not meet all space or operational needs; limited customization for dual-use functions like sheltering or a joint operations center.
	Install heavy-duty, weather-resistant trailer covers and perimeter fencing with surveillance to protect trailers in their current outdoor location.	Does not provide full climate control or long-term protection; limited enhancement to emergency coordination capabilities.

## Action 2025-City of Watertown 09. Upgrade Samaritan Medical Center Generators and Switchgear Equipment

Lead Agency:	Samaritan Medical Center Facilities Department
Supporting Agencies:	City of Watertown Fire Department, Jefferson County Office of Emergency Management, NYS Department of Health, NYS Division of Homeland Security and Emergency Services (DHSES), FEMA Region II
Hazards of Concern:	Severe Storms, Severe Winter Storms



Description of the Problem:	<p>Samaritan Medical Center currently has two (2) 1250 kw generators that run in parallel to supply the facility in the event of a loss of power from the utility company. These generators and switchgear equipment were installed in 1999. At the time of installation, the generator capacity was such that 100% of the facility was powered by generator in the event of a loss of power from the utility company, even though providing 100% generator capacity was not required by any regulatory requirements. Since 1999, Samaritan has undertaken multiple significant facility expansions and renovations. The expansion projects have added roughly 30% to our overall square footage. During this period of time, Samaritan has continued to leverage the existing dual 1250 kw generators to provide backup power. Due to the complex nature of modifying the switchgear and electrical branches during the 25-year life of our generators, we have not had the capability to take full advantage of our generator capacity. As a result, Samaritan has been in the position to only provide the minimum required level of emergency backup power to certain areas of our facility that provide critical services to patients. While we continue to meet regulatory requirements for providing backup power to life safety and critical equipment branches, there are a number of areas within the facility that provide essential patient care services that we have not been able to integrate into our generator plant to the extent that allows us to continue certain services in the event of a power outage. These essential areas include our cancer center with medical and radiation oncology, our radiology department, our operating room central sterilization equipment, and other ancillary outpatient areas. These two areas of primary concern, the Operating Room sterilization equipment and the cancer center, have the requisite backup power from a regulatory perspective. However, in our cancer center, we are in a position whereby we have to cancel patient treatments because the equipment used to mix chemotherapy drugs and infuse medications are unable to be tied into our generator plant. Additionally, Samaritan is a Level III Trauma Center and the ability to fully operate our surgical suite is essential. In the event of a loss of power, we are unable to sterilize instruments and equipment which is essential to our operating room being available in the event of ongoing needs. Over the past five (5) years, we have experienced power outages ranging from 4 hours to 48- hours that have resulted in the cancellation of surgical cases, cancer treatments, and other patient appointments and/or restricting and cancelling services altogether for the patients in our community. As a designated Level III Trauma Center and Primary Stroke Center, Samaritan is the only full-scale Acute Care hospital within a 70-mile radius. While there are several other hospitals within the region, all of them are smaller, Critical Access Hospitals that do not offer the array of services that Samaritan offers.</p>
Description of the Solution:	<p>Purchase and install a brand new 2000 kW generator, replacing outdated generator switchgear, and upgrading the two existing generators to integrate them into the new switchgear and new generator. Additionally, we will be modifying the generator power distribution system to ensure the necessary backup power is available to continue to meet regulatory requirements and support necessary patient care services to prevent the need to cancel services in our cancer center and operating rooms in the event of a power outage.</p>
Estimated Cost:	TBD
Potential Funding Sources:	FEMA HMGP, U.S. Department of Health and Human Services (HHS) Hospital Preparedness Program (HPP), NYS DHSES, USDA Community Facilities Program, Samaritan Capital Improvement Budget



Implementation Timeline:	Design and procurement: 2025–2026 Installation and commissioning: 2026–2027	
Goals Met:	1, 2, 3, 4, 5, 6, 7	
Benefits:	<ul style="list-style-type: none"> <li>Prevents cancellation of life-saving treatments and surgeries</li> <li>Improves patient safety and care continuity</li> <li>Strengthens regional healthcare system</li> <li>Reduces long-term operational and emergency costs</li> </ul>	
Impact on Socially Vulnerable Populations:	Ensures uninterrupted access to critical care for vulnerable populations, including cancer patients, trauma victims, and low-income residents	
Impact on Future Development:	Supports regional growth by ensuring reliable healthcare infrastructure and emergency preparedness	
Impact on Critical Facilities/Lifelines:	Directly supports the region's only full-service hospital and trauma center	
Impact on Capabilities:	Enhances hospital emergency operations, continuity planning, and disaster response capabilities	
Climate Change Considerations:	Addresses increased frequency of severe weather and power outages; ensures climate-resilient healthcare infrastructure	
Mitigation Category	Infrastructure Retrofit / Energy Resilience	
CRS Category	Protection of Critical Facilities / Emergency Services	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Implement a load-shedding strategy and reconfigure internal circuits to prioritize additional critical care areas (e.g., cancer center, sterilization) during outages using existing generator capacity.	Limited by existing generator output; may still require service reductions in non-critical areas.
	Lease or deploy a mobile backup generator as a temporary solution during peak outage risk periods (e.g., winter storms) to supplement existing capacity.	Temporary solution; may not be suitable for long-term or full-facility coverage.

## Action 2025-City of Watertown 10. Samaritan Medical Center Expansion

Lead Agency:	City of Watertown Department of Public Works
Supporting Agencies:	Samaritan Medical Center, Jefferson County Office of Emergency Management, NYS Department of Environmental Conservation (DEC), NYS Department of Health, NYS Environmental Facilities Corporation (EFC), Fort Drum Directorate of Public Works
Hazards of Concern:	Flooding, Severe Storm, Severe Winter Storm



Description of the Problem:	<p>Samaritan Medical Center, located in Watertown, New York, is a 290-bed, not-for-profit community medical center dedicated to providing a comprehensive range of inpatient and outpatient healthcare services. From primary and emergency care to specialized medical and surgical treatments—such as cancer care, neonatal intensive care, behavioral health, addiction services, and advanced imaging—the medical center serves the diverse healthcare needs of both civilian and military communities.</p> <p>As the primary healthcare provider for the greater Watertown area and the nearby Fort Drum military base, Samaritan Medical Center plays a critical role in the region's healthcare infrastructure. The medical center is a vital resource for Fort Drum, providing services not only to active-duty military personnel but also to their families and veterans. This partnership with Fort Drum makes Samaritan an essential part of the military community, offering specialized care for soldiers and their families who may not have access to larger medical centers elsewhere.</p> <p>With the increasing demand for medical services in both the Watertown and Fort Drum communities, Samaritan Medical Center is planning significant expansion projects to meet these needs. However, these expansions will put additional pressure on the city's already aging and undersized water, storm, and sanitary sewer systems. The current infrastructure, which was built decades ago, is already operating at or near capacity and may struggle to accommodate the increased load resulting from the expanded medical facility.</p>
Description of the Solution:	<p>To support the growth, Samaritan's expansion plans will likely include necessary upgrades to the city's water and sewer systems, such as increasing sewer capacity, replacing aging infrastructure, installing backflow prevention mechanisms, and implementing on-site stormwater retention. These efforts aim to ensure that the surrounding systems can handle the added volume and avoid potential environmental and health hazards. Moreover, addressing the combined sewer system in the area and separating stormwater drainage from sanitary sewer lines will be crucial in preventing overflow and maintaining compliance with environmental regulations. These upgrades are essential not only for the hospital's expansion but for the long-term sustainability of the community's infrastructure as a whole.</p>
Estimated Cost:	\$10–15 million
Potential Funding Sources:	FEMA HMGP, NYS EFC (Clean Water and Drinking Water State Revolving Funds), USDA Rural Development, EPA WIFIA, Community Development Block Grant (CDBG), City Capital Improvement Budget
Implementation Timeline:	Planning and design: 2025–2026 Construction: 2026–2029
Goals Met:	1, 2, 3, 4, 5, 6, 7
Benefits:	<ul style="list-style-type: none"><li>• Prevents service disruptions and environmental hazards</li><li>• Supports hospital expansion and regional healthcare access</li><li>• Enhances stormwater and wastewater management</li><li>• Strengthens community-wide infrastructure</li></ul>
Impact on Socially Vulnerable Populations:	Ensures continued access to healthcare and safe living conditions for low-income and at-risk populations
Impact on Future Development:	Enables sustainable growth in the healthcare sector and surrounding neighborhoods



Impact on Critical Facilities/Lifelines:	Directly supports the region's only full-service hospital and improves utility resilience	
Impact on Capabilities:	Enhances municipal infrastructure planning, maintenance, and emergency response capabilities	
Climate Change Considerations:	Addresses increased precipitation, storm intensity, and flood risk; supports climate-adaptive infrastructure	
Mitigation Category	Infrastructure Retrofit / Natural Systems Protection	
CRS Category	Stormwater Management / Protection of Critical Facilities	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Implement on-site stormwater management improvements at Samaritan Medical Center, such as green roofs, permeable pavement, and rain gardens.	Limited impact on broader municipal infrastructure; may not fully offset increased demand from facility expansion.
	Conduct a targeted inflow and infiltration (I&I) reduction program in the surrounding sewer basin to free up capacity for the hospital's expansion.	May require ongoing monitoring and maintenance; effectiveness depends on extent of I&I sources.



## Action 2025-City of Watertown 11. Critical Facilities in the Floodplain

Lead Agency:	Floodplain Administrator
Supporting Agencies:	City Administration, Facility Owners
Hazards of Concern:	Flood, Severe Storm
Description of the Problem:	<p>There are multiple facilities that are located in the City floodplain but may not be City owned, including:</p> <ul style="list-style-type: none"><li>• BEEBEE ISLAND HYDRO PLANT</li><li>• DIAMOND ISLAND PLANT</li><li>• Family Worship Ctr Church</li><li>• Fire Station One (Massey Street)</li><li>• New Cingular Wireless PCS, LLC - Microwave Tower</li><li>• New Cingular Wireless PCS, LLC - Microwave Tower</li><li>• SEWALLS</li><li>• WATERTOWN</li><li>• Watertown (C) Office Building</li><li>• Watertown (C) Water Treatment Plant</li><li>• Watertown (C) Pollution Control Facility</li><li>• City of Watertown DPW</li><li>• Watertown (C) Distribution Garage</li><li>• DANC AWL Inter connection</li></ul>
Description of the Solution:	<p>The City will contact the facility owner and managers and will explain the mitigation measures available, including conducting a feasibility assessment to determine what additional floodproofing measures would be needed to protect each to the 500-year flood level. Options include:</p> <ul style="list-style-type: none"><li>• Elevation of facility</li><li>• Floodproofing of facility</li><li>• Mobile flood barriers</li></ul> <p>Once the most cost-effective option is identified, the facility owners will work with the City to carry out the option.</p>
Estimated Cost:	TBD based on chosen option
Potential Funding Sources:	FMA, HMGP, City Budget
Implementation Timeline:	Within 5 Years
Goals Met:	2, 5, 6, 7
Benefits:	Ensures continuity of operations at facilities that are identified as critical to the County and/or municipality.
Impact on Socially Vulnerable Populations:	Protection of critical facilities provides an opportunity for first responders and emergency managers to maintain critical services that socially vulnerable populations rely on.
Impact on Future Development:	The risk of significant damage occurring to the structure will be reduced, which will allow critical operations to be maintained or only briefly interrupted in severe events. This provides continued support to both current and future development in the service area.
Impact on Critical Facilities/Lifelines:	This action will protect the City, which is a critical facility, maintaining the critical services that it provides.
Impact on Capabilities:	This action improves continuity of operations during a flood event, allows for a more rapid return to pre-disaster capabilities after a flood event, and faster deployment of post disaster capabilities.
Climate Change Considerations:	This action addresses anticipated increases in flooding frequency and severity through protection to the 500-year (0.2-percent annual chance) flood level.



Mitigation Category	Structure and Infrastructure Projects	
CRS Category	Emergency Services, Property Protection	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Relocate facility	Relocation is expensive and results in loss or delay of critical services in the immediate area
	Purchase moveable flood barriers	May not be cost effective





Table U. Summary of Prioritization of Actions

Project Number	Project Name	Scores for Evaluation Criteria															High / Medium / Low
		Life Safety	Property Protection	Cost-Effectiveness	Political	Legal	Fiscal	Environmental	Social Vulnerability	Administrative	Hazards of Concern	Climate Change	Timeline	Community Lifelines	Other Local Objectives	Total	
Action 2025-WatertownC-01	Stormwater Master Plan	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-02	Combine Sewer Overflows Plan	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-03	WOTS Flooding and School District Protection	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-04	Water Infrastructure Asset Management Plan	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-05	Lead Service Line Replacement Program	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-06	Water Treatment and Distribution Improvements	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-07	5MG Reservoir Assessment	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-08	Massey Street Fire Station Expansion	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High



Project Number	Project Name	Scores for Evaluation Criteria															High / Medium / Low
		Life Safety	Property Protection	Cost-Effectiveness	Political	Legal	Fiscal	Environmental	Social Vulnerability	Administrative	Hazards of Concern	Climate Change	Timeline	Community Lifelines	Other Local Objectives	Total	
Action 2025-WatertownC-09	Upgrade Samaritan Medical Center Generators and Switchgear Equipment	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-10	Samaritan Medical Center Expansion	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WatertownC-11	Critical Facilities in the Floodplain	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High

*Note: Volume I, Section 6 (Mitigation Strategy) conveys guidance on prioritizing mitigation actions. Low (0-6), Medium (7-10), High (11-14)*