



## 33 JURISDICTIONAL ANNEXES

### 33.1 VILLAGE OF PHILADELPHIA

This jurisdictional annex to the Jefferson County Hazard Mitigation Plan (HMP) provides information to assist public and private sectors in the Village of Philadelphia 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 Philadelphia, describes who participated in the planning process, assesses Philadelphia’s risk, vulnerability, and capabilities, and outlines a strategy for achieving a more resilient community.

### 33.2 HAZARD MITIGATION PLANNING TEAM

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

Table A summarizes local officials who participated in the development of the annex. Additional documentation of the Village’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: John Moran, Mayor Address: PO Box 70 Philadelphia NY 13673 Phone Number:502-370-8572 Email: vphillymayor@gmail.com	Name/Title: Jennifer LaMora, Village Clerk/Treasurer Address: PO Box 70 Philadelphia NY 13673 Phone Number:315-642-3452 Email: vphil@centralny.twcbc.com
<b>National Flood Insurance Program Floodplain Administrator</b>	
Name/Title: Terry McKeever Address:16466 Folks Rd. Redwood NY 13679 Phone Number:315-778-5831 Email: tmckeever1@hotmail.com	

### 33.3 COMMUNITY PROFILE

#### 33.3.1 Community Classifications

Table B summarizes classifications for community programs available to Philadelphia.

Table B. Community Classifications

Program	Participating? (Yes/No)	Classification	Date Classified
Building Code Effectiveness Grading Schedule (BCEGS)	Yes		
Community Rating System (CRS)	No	-	-
Firewise Communities classification	No	-	-
National Weather Service StormReady Certification	No	-	-
Public Protection (ISO Fire Protection Classes 1 to 10)	Yes	5/5Y	6/2015
NYSDEC Climate Smart Community	No	-	-
Other: Organizations with mitigation focus (advocacy group, non-government)	No	-	-



N/A = Not applicable

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### **33.3.2 Community Profile**

The Village of Philadelphia has an area of one square mile and is located in the northern part of the County. The Village is completely nested within the Town of Philadelphia, which is bordered by the Town of Theresa and Town of Antwerp to the north, the Town of Wilna to the east, the Town of LeRay to the south, and the Town of Theresa to the west. U.S. Highway 11 and a state highway runs directly through the Village of Philadelphia.

According to the U.S. Census, the 2020 population for the Village of Philadelphia was 1,098 which makes up 0.9 percent of the county population. Data from the 2022 American Community Survey indicates that 5.6 percent of the population is 5 years of age or younger, 11.3 percent is 65 years of age or older, zero percent is non-English speaking, 24.4 percent is below the poverty threshold, and 13.7 percent is considered disabled.

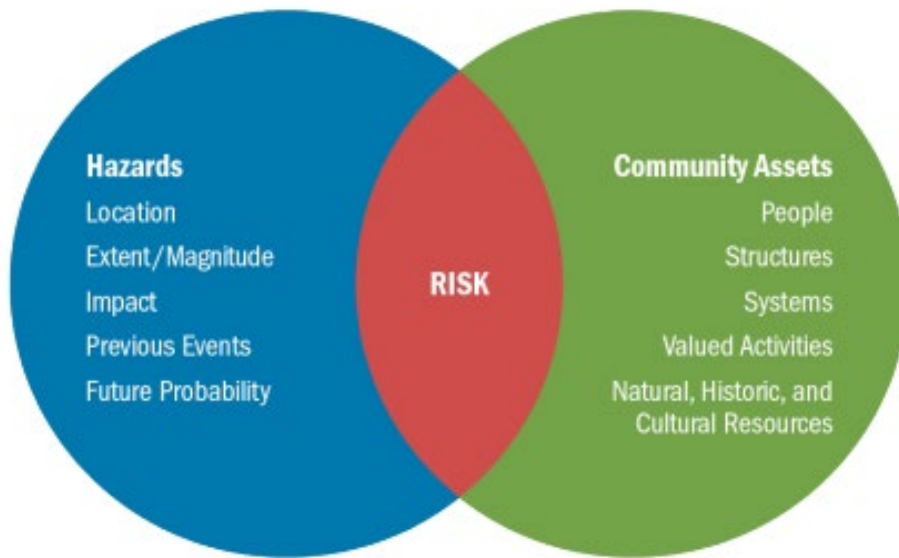
### **33.4 JURISDICTIONAL RISK ASSESSMENT**

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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 Philadelphia'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.

### 33.4.1 Hazard Area

Hazard area maps provided below illustrate the probable hazard areas impacted within the Village 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 Philadelphia has significant exposure. The maps show the location of potential new development, where available.



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

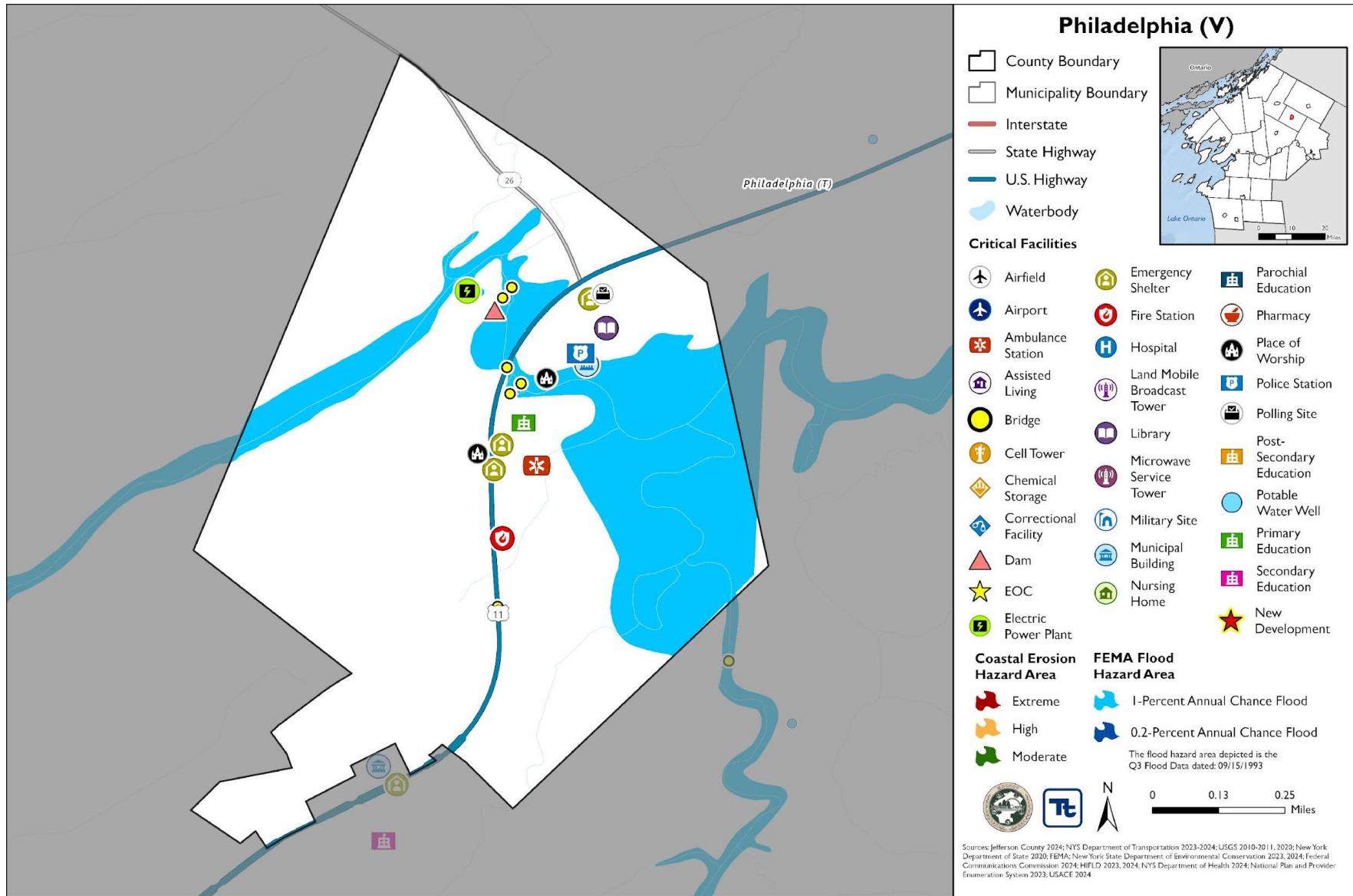
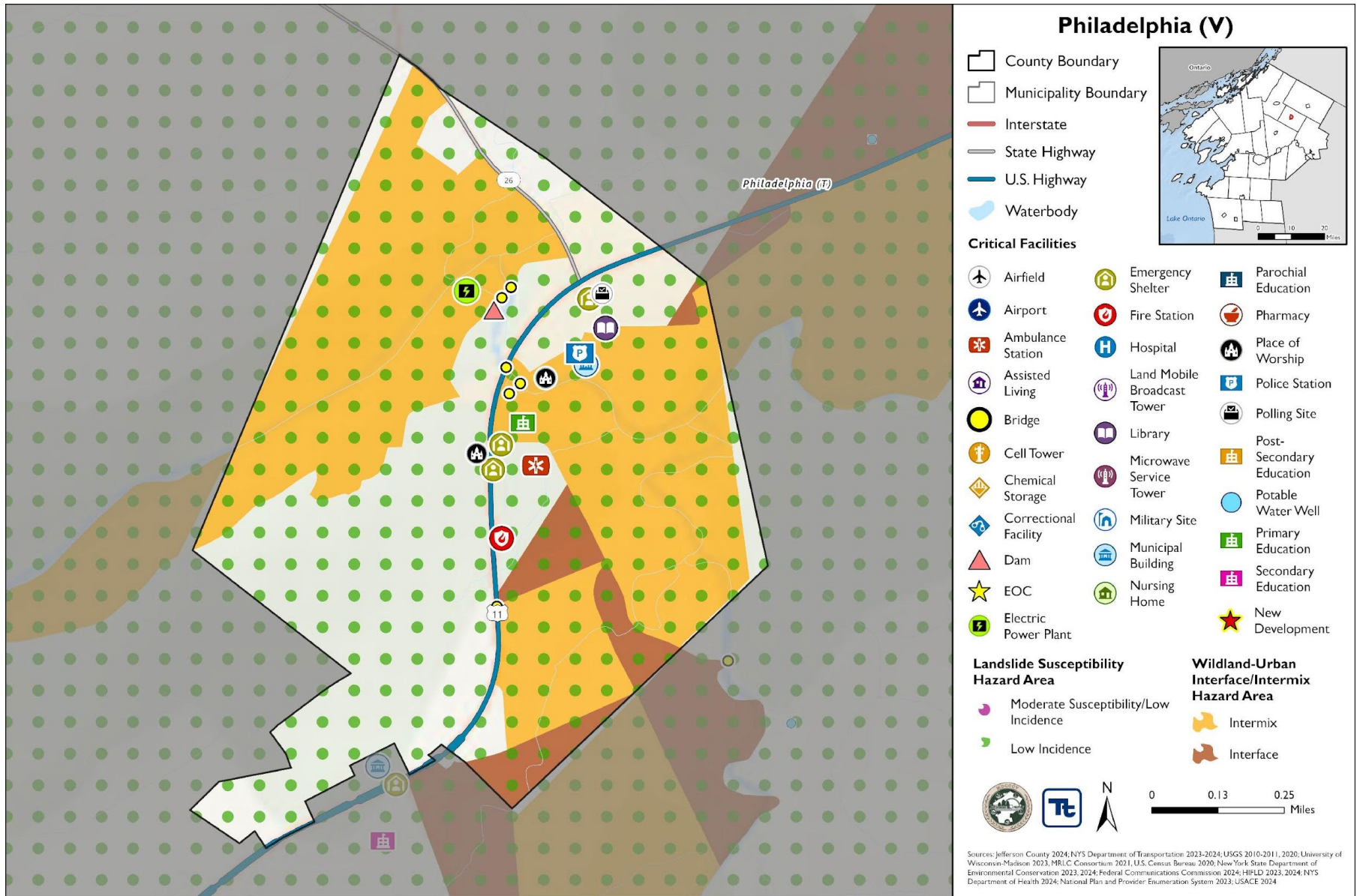




Figure 2. Philadelphia Landslide and WUI Hazard Area Extent and Location Map





### 33.4.2 Previous Event History

The history of natural and non-natural hazard events in Philadelphia 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 Philadelphia during hazard events since the last hazard mitigation plan update.

Table C. Presidential Disaster Declaration History in Philadelphia

Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Philadelphia
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 Village did not incur any documented damage or 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 Village did not incur any documented damage or losses.
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 Village did not incur any documented damage or 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	The Village did not incur any documented damage or losses.



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Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Philadelphia
		produced heavy snowfall, high winds, and blizzard-like conditions, resulting in road closures, travel disruptions, power outages, and damage to public and private property.	
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 reaching bankful. 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 Village did not incur any documented damage or losses.

*EM = Emergency Declaration (FEMA)*

*FEMA = Federal Emergency Management Agency*

*DR = Major Disaster Declaration (FEMA)*

*N/A = Not applicable*

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### 33.4.3 Local Hazard Impacts Assessment

In the table below representatives from the Village of Philadelphia 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	No known impacts
Drought	Drought related ground hardening can impact pipe cracking/leaking with ground movement.
Extreme Temperature	The Village has adequate capacity for local heating/cooling demand. There is also a high population of low-income residents that are in apartment complexes, but they are on discounted municipal utility so heating and cooling is not a concern.
Flood	<p>The Indian River runs through the Village and Sand Street, which has a low elevation and is located near other waterbodies and floods from snow melt due to a high-water table from Black Creek. Flooding has been so severe in the past that residents have had to use canoes and other boats to leave the impacted area. Dredging of local drainage ditches has made a significant improvements so that flooding still occurs but not to previous levels. There are also many residential structures with full basements that the fire department has to pump out, as well as the North County Lumber facilities.</p> <p>The Indian River Primary school (K-3rd) is in the affected Sand Street area and is located right on the Indian River. Indian River tributaries that connect to the Indian River are the flooding concerns. The school parking lot floods but doesn't result in school closures. The school does not have a generator, as the fire department is on higher ground and has a generator to function as an emergency shelter.</p> <p>The Village installed new lift stations for the wastewater pumps to elevate them outside of the floodplain.</p>
Geological Hazards	No known impacts
Severe Storm	<p>The Village experienced microbursts in 1998 which contributed to a lot of infrastructure damages.</p> <p>Tropical Storm Debbie snapped two utility poles and resulted in power outages for a whole day. Mutual aid from neighboring communities led to a quick turnaround for repairs.</p>
Severe Winter Storm	The blizzard of 1977 produced strong winds and some people were stranded. The Village also received five feet of snow in December 2022 over the span of two days. The Village has a good snow removal capacity.
Wildfire	No known impacts



### 33.4.4 Vulnerable Community Assets

In the table below representatives from the Village of Philadelphia 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	Not applicable	Local Roads	The Indian River runs through the Village and Sand Street, which has a low elevation and is located near other waterbodies and floods from snow melt due to a high-water table from Black Creek.
Airports	Not applicable	Major Employers	No known impacts
Area: Concentration of Businesses	No known impacts	Medical Centers (non-hospital)	No known impacts
Area: Concentration of Residences	No known impacts	Natural Resources	No known impacts
Bridges	The two Garden Road bridges are owned by the County and have been closed for two years because of deterioration after state inspection. This creates a problem with fire/rescue because it has removed direct access and the detour is quite long.	Neighborhoods	No known impacts
City Hall/Courthouse	Not applicable	Parks and Recreational Sites	No known impacts
College/University	Not applicable	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.	Not applicable	Public Transportation	Not applicable
Cultural/Historic Buildings/Sites	Not applicable	Schools (K-12)	No known impacts
Culverts	Not applicable	Small Businesses	No known impacts



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Community Asset	Hazard Impacts and Asset Vulnerabilities	Community Asset	Hazard Impacts and Asset Vulnerabilities
Elder-care Facilities	Not applicable	Supermarkets/Grocery Stores	No known impacts
Fire/Police Stations	The Fire Station has a backup generator.	Transportation - Mobile Asset Storage	No known impacts
Gas Stations	No known impacts	Utilities	High winds may damage poles and wires.
Highways	No known impacts	Wastewater Treatment Plants	The high flow impacts plants that are vulnerable to overflow which breaks down tank functionality and could result in overflow.
Hospitals	Not applicable	Waterfront	No known impacts
Other	Not applicable	Drinking Water Resources	No known impacts



### 33.4.5 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	Stay the same	Stay the same	-	Remain the same	Low
Drought	Stay the same	Stay the same	-	Remain the same	Medium
Extreme Temperature	Stay the same	Stay the same	-	Remain the same	Medium
Flood	Stay the same	Stay the same	Due to excessive rain and/or snow melt Sand St. has flooded twice.	Remain the same	High
Geologic Hazards	Stay the same	Stay the same	-	Remain the same	Low
Severe Weather	Stay the same	Stay the same	-	Remain the same	High
Severe Winter Weather	Stay the same	Stay the same	-	Remain the same	High
Wildfire	Stay the same	Stay the same	-	Remain the same	Low

### 33.4.6 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		
Indian River Baptist Church	Place of Worship	X	X	Action 2025-PhiladelphiaV-04.	-



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Philadelphia (V) Office Building	Municipal Building	X	X	Action 2025-PhiladelphiaV-04.	-
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*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*

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



### 33.5 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.

#### 33.5.1 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, the Village does
What is your process for tracking building permits?	Inspections
Are permits tracked by hazard area? (For example, floodplain development permits.)	Yes
Does your community have a buildable land inventory? If yes, please describe.	No

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

	New Construction Permits Issued			Total
	Single Family	Multi-Family	Other (commercial, mixed-use, etc.)	
2019				
Total Permits	24	0	0	24
Permits within SFHA	0	0	0	-
2020				
Total Permits	28	0	0	28
Permits within SFHA	0	0	0	-
2021				
Total Permits	26	0	0	26
Permits within SFHA	0	0	0	-
2022				
Total Permits	29	0	0	29
Permits within SFHA	0	0	0	-
2023				
Total Permits	23	0	0	23
Permits within SFHA	0	0	0	-
2024				
Total Permits	30	0	0	30
Permits within SFHA	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
None Identified					

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
None Identified					

## 33.6 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.

### 33.6.1 NFIP Statistics

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

Table M. Philadelphia NFIP Summary of Policy and Claim Statistics

# Policies	6
# Claims (Losses)	0
Total Loss Payments	\$11,410
# 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

### 33.6.2 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.	Water regulation on the Indian River can impact flood risk, and fluctuates with rain fall/snow melt, etc. and can affect the Village downstream. Sand Street is heavily impacted.
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?	Code Enforcement
What local department is responsible for floodplain management?	Code Enforcement
Are any certified floodplain managers on staff in your jurisdiction?	Yes
What is the local law number or municipal code of your flood damage prevention ordinance?	Local Law 1 of 1993
When was the latest effective Flood Insurance Rate Map (FIRM) adopted, if applicable?	9/15/1993
Explain NFIP administration services (e.g., permit review, inspections, engineering capability, GIS, etc.)	
What are the barriers to running an effective NFIP program in your community, if any?	No



NFIP Topic	Comments
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?	No
How do you make Substantial Damage determinations? What is the process to make sure these structures are brought into compliance?	Inspections
How do you determine if proposed development on an existing structure would qualify as a substantial improvement?	
How many Substantial Damage determinations were declared for recent flood events in your jurisdiction?	
Does the community track the number of buildings in the floodplain? If so, how many structures are in special flood hazard area (SFHA)?	
How many structures (residential and non-residential) are exposed to flood risk within the community outside of the regulatory maps?	
Does the community maintain elevation records? If yes, please describe.	
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.	
How does the community teach property owners or other stakeholders about the importance flood insurance?	
What digital sources (like the FEMA Map Service Center, National Flood Hazard Layer) or non-regulatory tools does your community use?	



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?	
When was the most recent Community Assistance Visit (CAV) or Community Assistance Contact (CAC)?	CAC: Not Documented CAV: October 5, 2015
Does your community plan to join the CRS program or is your community interested in improving your CRS classification?	Yes

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## 33.7 JURISDICTIONAL CAPABILITY INVENTORY AND ASSESSMENT

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Philadelphia 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 Philadelphia to identify opportunities for integrating mitigation concepts into ongoing Village procedures.



### 33.7.1 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 Philadelphia 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 Village.

Table O. Ordinances

Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
Building Codes	Yes, Uniform Fire Prevention and Building Code (Uniform Code) under 19 NYCRR	All of the communities in Jefferson County regulate construction through the use of a building code. The Village of Philadelphia adhere to the building code through 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.	Village Planning
Flood Damage Prevention Ordinance	Yes, Local Law 1 of 1993	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.	Floodplain Administrator
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	NYS Department of State, Real Estate Agent



Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
		contract, in practice, most home sellers in New York opt not to complete the statement and instead pay the credit.	
Subdivision Code	Yes	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 designs that incorporates mitigation principles can reduce the exposure of future development to hazard events.	Village Planning
Zoning/Land Use Code	Yes	Zoning is a useful tool to consider when developing a mitigation strategy. It can be used to restrict new development, require low-density development, and designate specific uses (e.g. recreational) in the hazard prone areas. Private property rights must be considered, but enacting a zoning ordinance can reduce or potentially eliminate damages from future hazard events.	Village Planning

## 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 Village of Philadelphia. 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
Comprehensive Plan	Yes	The Village has a Comprehensive Plan, however, updated zoning is a needed, including adjusted property boundaries, setbacks, etc. The Planning board exists but is not very active.	Village Planning
Emergency Operations Plan	Yes, EAP 2022	Was developed during water treatment upgrade and discussed in the Emergency Action Plan.	DPW Supt. Asst. Supt.
Watershed Plan	Yes, EAP 2022	Emergency Action Plan	DPW Supt. Asst. Supt.



Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
Other	Yes, EAP 2022	Emergency Action Plan related to different scenarios: water quality/safety procedures in the event of contamination	DPW Supt. Asst. Supt.

### 33.7.2 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 Village of Philadelphia. 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 Village of Philadelphia. 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
Code Enforcement Official	Yes	-
Environmental Specialist	Yes	The Village created monthly reports about potable water, wastewater for NYSDEC and NYSDOH.
Maintenance Programs	Yes	The Village DPW performs routine maintenance on roads, equipment, and electric water waste. The DPW is made up of five staff members.
Planning Board	Yes	-
Planning Department	Yes	Village Planning Department
Public Works/Highway Department	Yes	The Village DPW is trained in overhead electrical, water treatment, and waste water treatment with ongoing safety training. The DPW is made up of five staff members.
Zoning Board of Appeals	Yes	-



### 33.7.3 Fiscal Capability

The table below summarizes financial resources available to Philadelphia.

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)	No
Capital improvement project funding	No
Authority to levy taxes for specific purposes	No
User fees for water, sewer, gas, or electric service	Yes (water, electric, wastewater/sewer)
Impact fees for homebuyers or developers of new development/homes	No
Stormwater utility fee	No
Incur debt through general obligation bonds	Yes, to fund Wastewater and Drinking water 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
FEMA funding programs	Yes
Other State funding programs	Yes
Open Space Acquisition funding programs	No
Other (for example, Clean Water Act 319 Grants [Nonpoint Source Pollution])	No

### 33.7.4 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, Goes out at least quarterly, sent out with water bill. Notifies the public about upcoming projects, etc.
Hazard awareness campaigns (such as Firewise, Storm Ready, Severe Weather Awareness Week, school programs, public events)	No
Hazard mitigation information available on your website	The Village uses Facebook
Local News	No
Natural disaster/safety programs in place for schools	No
Organizations that conduct outreach to socially vulnerable populations and underserved populations	No
Public information officer or communications office	No
Social media for hazard mitigation education and outreach	Yes
Warning systems for hazard events	No
Other	No

### 33.7.5 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	Adaptive Capacity: Strong, Moderate, Weak, None
Dam Failure	None
Drought	None
Extreme Temperature	None
Flood	Moderate
Geological Hazards	None
Severe Storm	Strong



Hazard	Adaptive Capacity: Strong, Moderate, Weak, None
Severe Winter Storm	Strong
Wildfire	None

### 33.8 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.

#### 33.8.1 Past Mitigation Action Status

The Village did not participate in the last plan.

#### 33.8.2 Additional Mitigation Efforts

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

- Clean Water Act - Enclosed the water source basin (natural springs) and installed a stone media and membrane to cover water and protect from the direct influence of sunlight (algae), fish, frogs, birds, etc. (2-3 years ago)
  - The Village used to drain and power wash the water source basin annually.
- Village drilled wells for redundant water supply to reduce vulnerabilities from drought.

#### 33.8.3 Identified Issues

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

- Failure of bridges or causeways could result in loss to life and limitations to emergency access. The Garden Road bridges have been closed after state inspections due to deterioration and needs a study to determine how to make it structurally sound and resistant to hazard impacts. The closing of these bridges creates a problem with fire/rescue because it has removed direct access and the detour is long.
- Recent storm events have resulted in severe rainfall which overwhelmed culverts and roadways which causes flooding. There are numerous roadways located in the Village that are of infrastructure and flooding concerns. The Village has reported flooding along Church Street and Garden Road, as the water and sewer infrastructure is over 100 years old which results in water main breaks and drainage improvements are needed for stormwater management. The Village has also reported flood concerns along Clark Steet, Sand Street, Sophia Street, South Main Street, Belile Street, and Irish Avenue which all impact the properties located along these roads, including private residences. The Village knows that other roads and culverts may also need to be upsized and mitigated.
- The Village experiences issues with municipal utility powerlines and poles because they are weathered, rotted and cracked from an increase in storm intensity and precipitation events. These utilities serve the community, and the failing infrastructure leads to additional power outages.
- The Village wastewater treatment plants are occasionally impacted by high flow events which makes plants vulnerable to overflow which breaks down tank functionality.
- There are three facilities that are located in the Village floodplain but are not Village owned. These facilities include:



## Village of Philadelphia

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- Indian River Baptist Church
- Village Office Building



### **33.8.4 Proposed Hazard Mitigation Actions for the HMP Update**

Philadelphia 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-PhiladelphiaV-01. Bridge Study and Garden Road Repair

Lead Agency:	Village Public Works, County Highway	
Supporting Agencies:	Village Planning	
Hazards of Concern:	Flood, Severe Storm, Severe Winter Storm	
Description of the Problem:	Failure of bridges or causeways could result in loss to life and limitations to emergency access. The Garden Road bridges have been closed after state inspections due to deterioration and needs a study to determine how to make it structurally sound and resistant to hazard impacts. The closing of these bridges creates a problem with fire/recue because it has removed direct access and the detour is long.	
Description of the Solution:	The Town, Village and County will consult an engineer to identify inadequate or vulnerable bridges and causeways within the Village and will replace or retrofit the identified bridges and causeways, including the Garden Road bridges. Once the mitigation measures are identified, the Village will work with the Town and County to implement the best and most cost-effective solution.	
Estimated Cost:	TBD after engineer study	
Potential Funding Sources:	HMGP, FMA, Village Budget, County Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 6, 7	
Benefits:	<ul style="list-style-type: none"> <li>• Infrastructure will be protected from future hazard damages.</li> <li>• Ensures at least a single transportation route remains accessible to the community.</li> </ul>	
Impact on Socially Vulnerable Populations:	Some populations may be more reliant and dependent on emergency services and the closure of the bridge inhibits emergency responders from being able to travel across the bridge to get to them to provide emergency services.	
Impact on Future Development:	Future development may benefit from opening the bridge because it adds another avenue that can get to new development.	
Impact on Critical Facilities/Lifelines:	<ul style="list-style-type: none"> <li>• Ensures transportation routes remain open and accessible to the public for daily use and evacuation needs.</li> <li>• Provides a point of access for first responders into communities that may have faced damage from a hazard event on either side of the bridge.</li> </ul>	
Impact on Capabilities:	Increases community resiliency to flooding events in vulnerable areas that would normally be vulnerable to prolonged isolation after high-water events.	
Climate Change Considerations:	Ensure the bridge structure is impervious to erosion at its base due to rising water levels.	
Mitigation Category	Structure and Infrastructure Project	
CRS Category	Structural Flood Control Projects	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Remove Bridge	Inhibits the transportation lifeline.



Rely on State to rate bridges and the County to fix them

The Village wants to repair and mitigate bridges prior to them being closed and the Village needing to provide a detour.



Action 2025-PhiladelphiaV-02. Road Flood Study

Lead Agency:	Village Public Works
Supporting Agencies:	Village Administration, County, NYSDOT
Hazards of Concern:	Flood, Severe Storm, Severe Winter Storm
Description of the Problem:	Recent storm events have resulted in severe rainfall which overwhelmed culverts and roadways which causes flooding. There are numerous roadways located in the Village that are of infrastructure and flooding concerns. The Village has reported flooding along Church Street and Garden Road, as the water and sewer infrastructure is over 100 years old which results in water main breaks and drainage improvements are needed for stormwater management. The Village has also reported flood concerns along Clark Steet, Sand Street, Sophia Street, South Main Street, Belile Street, and Irish Avenue which all impact the properties located along these roads, including private residences. The Village knows that other roads and culverts may also need to be upsized and mitigated.
Description of the Solution:	The Village will contract an engineer to complete an engineering survey of Church Street, Garden Road, Clark Steet, Sand Street, Sophia Street, South Main Street, Belile Street, and Irish Avenue in the Village that contribute to flooding to determine the proper drainage and other mitigation measures that is necessary to eliminate or reduce flooding. Once the potential solutions are determined, the Village will implement the best and most cost-effective solution.
Estimated Cost:	TBD after Survey and Inventory
Potential Funding Sources:	HMGP, FMA, CHIPS, Village Budget
Implementation Timeline:	Within 5 Years
Goals Met:	1, 2, 3, 6, 7
Benefits:	Overall flooding will be reduced, which will result in less frequency of road closures and reduced damage occurring to flooded roadways during severe events. Businesses are likely to remain in place if they are able to remain open, or re-open sooner following a flood.
Impact on Socially Vulnerable Populations:	Areas that were previously vulnerable to frequency or severe flooding events will be less likely to be impacted by flooding events.
Impact on Future Development:	Future development in the impacted area will be less likely to be flooded.
Impact on Critical Facilities/Lifelines:	<ul style="list-style-type: none"> <li>• Transportation routes are more likely to remain open</li> <li>• Evacuation routes will remain intact.</li> <li>• Access to health and medical facilities will be maintained, both for healthcare workers and the population who require treatment for injuries and illness.</li> </ul>
Impact on Capabilities:	Identifying the roads that are at greatest risk of floods can help the Village to acquire the funding to mitigate the roads so that property owners also experience less flooding.
Climate Change Considerations:	Climate change is likely to result in more frequent and severe rainfall events. This action is to increase drainage sizes to meet changing stormwater needs as the result of climate change.
Mitigation Category	Structure and Infrastructure Project
CRS Category	Preventative Measures, Property Protection, Structural Flood Control Projects
Priority	High



Alternative	Action	Evaluation
	No action	-
	Elevate affected roadways	Not cost effective
	Raingardens	Raingardens are unlikely to be able to absorb enough stormwater to prevent flooding during severe rainfall events.



Action 2025-PhiladelphiaV-03. Municipal Utility Upgrades

Lead Agency:	Village Administration, Village Planning	
Supporting Agencies:	Village Public Works	
Hazards of Concern:	Flood, Severe Storm, Severe Winter Storm, Wildfire	
Description of the Problem:	The Village experiences issues with municipal utility powerlines and poles because they are weathered, rotted and cracked from an increase in storm intensity and precipitation events. These utilities serve the community, and the failing infrastructure leads to additional power outages.	
Description of the Solution:	The Village will consult with an engineer on the mitigation options for preventing power outages by weather proofing the municipal utility powerlines, including exploring the option of undergrounding the utilities. Once the options are provided, the Village will implement the best and most cost-effective solution.	
Estimated Cost:	Within 5 Years	
Potential Funding Sources:	HMGP, U.S. Department of Energy, Village Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 6, 7	
Benefits:	This action aims to make the municipal utilities more reliable and to prevent power outages.	
Impact on Socially Vulnerable Populations:	This action aims to provide a more secure power source for populations that may be dependent on a reliable power source for medical equipment needs as well as for heat and air conditioning.	
Impact on Future Development:	Future development may be dependent on a consistent power source and this action would ensure a more dependable power source.	
Impact on Critical Facilities/Lifelines:	Most critical facilities have backup power; however, a more secure power source would lessen the dependency on generators, especially if a facility has an undersized one.	
Impact on Capabilities:	This action aims to make the municipal utilities more reliable and to prevent power outages.	
Climate Change Considerations:	Climate change is likely to result in more frequent and severe rainfall events, which may contribute to the rotting poles and powerline infrastructure.	
Mitigation Category	Structure and Infrastructure Project	
CRS Category	Preventative Measures, Structural Flood Control Projects	
Priority	Structure and Infrastructure Project	
Alternative	Action	Evaluation
	No action	-
	Remove municipal utilities	Residents and businesses in the Village will have to find a new company.
	Underground all utilities	May not be the best and most cost-effective option.



Action 2025-PhiladelphiaV-04. Wastewater Treatment Plants Flooding

Lead Agency:	Village Administration, Village Planning	
Supporting Agencies:	Plant Managers	
Hazards of Concern:	Flood, Severe Storm, Severe Winter Storm	
Description of the Problem:	The Village wastewater treatment plants are occasionally impacted by high flow events which makes plants vulnerable to overflow which breaks down tank functionality.	
Description of the Solution:	The Village will consult with an engineer about floodproofing the vulnerable wastewater treatment plants to ensure the functionality of all of the wastewater treatment plants. Once the floodproofing solutions are determined, the Village will implement the best and most cost-effective solution.	
Estimated Cost:	TBD after engineer study	
Potential Funding Sources:	HMGP, FMA, Village Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 6, 7	
Benefits:	The Village will have a better protected wastewater system that is floodproofed and prepared for the more intense storms that have been occurring more frequently.	
Impact on Socially Vulnerable Populations:	The Village will ensure the wastewater treatment plants can continue to operate at full capacity to ensure wastewater is properly treated.	
Impact on Future Development:	Future development would also be dependent on sufficient wastewater treatment.	
Impact on Critical Facilities/Lifelines:	Wastewater treatment is considered to be a critical facility.	
Impact on Capabilities:	This action increases the Village's capability to protect critical facilities and ensure wastewater treatment is also protected.	
Climate Change Considerations:	Climate change is likely to result in more frequent and severe rainfall events that will create an influx of additional wastewater.	
Mitigation Category	Structure and Infrastructure Project	
CRS Category	Preventative Measures, Structural Flood Control Projects	
Priority	Structure and Infrastructure Project	
Alternative	Action	Evaluation
	No action	-
	Upsize all of the wastewater treatment plants	Not cost effective
	Add drainage	Does not floodproof the facility



Action 2025-PhiladelphiaV-04. Critical Facilities in the Floodplain

Lead Agency:	Floodplain Administrator	
Supporting Agencies:	Village Administration, Facility Owners	
Hazards of Concern:	Flood, Severe Storm	
Description of the Problem:	<p>There are three facilities that are located in the Village floodplain but are not Village owned. These facilities include:</p> <ul style="list-style-type: none"> <li>• Indian River Baptist Church</li> <li>• Village Office Building</li> </ul>	
Description of the Solution:	<p>The Village will contact the facility owners and will explain the mitigation measures available, including conducting a feasibility assessment to determine what additional floodproofing measures would be needed at the Indian River Baptist Church and the Village Office Building 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 Village to carry out the option.</p>	
Estimated Cost:	TBD based on chosen option	
Potential Funding Sources:	FMA, HMGP, Village 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 Village critical facilities by maintaining the critical services that the facilities provide.	
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 facilities	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-PhiladelphiaV-01.	Bridge Study and Garden Road Repair	1	1	1	1	1	0	0	1	1	1	1	1	1	1	12	High
Action 2025-PhiladelphiaV-02.	Road Flood Study	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-PhiladelphiaV-03.	Municipal Utility Upgrades	1	1	1	1	1	0	0	1	1	1	1	1	1	1	12	High
Action 2025-PhiladelphiaV-04.	Wastewater Treatment Plants Flooding	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-PhiladelphiaV-05.	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)