



## 35 JURISDICTIONAL ANNEXES

### 35.1 TOWN OF RUTLAND

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

### 35.2 HAZARD MITIGATION PLANNING TEAM

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

Table A summarizes local officials who participated in the development of the annex. Additional documentation of the Town’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: Logan Eddy, Town Supervisor Address:28411 New York State Route 126 Black River NY 13612 Phone Number:315-788-3440 Email: leddy97@me.com	Name/Title: Samantha Sawyer, Town Clerk Address:28411 New York State Route 126 Black River NY 13612 Phone Number:315-788-3440 ext. 1 Email: townclerk@townofrutland-ny.org
<b>National Flood Insurance Program Floodplain Administrator</b>	
Name/Title: Shane Berghorn, Floodplain Administrator Address:28411 New York State Route 126, Black River NY 13612 Phone Number:315-788-3440 Email:townclerk@townofrutland-ny.org	

*Note: The Floodplain Administrator is a rotating position as it is the planning board chairman which can change yearly.*

### 35.3 COMMUNITY PROFILE

#### 35.3.1 Community Classifications

Table B summarizes classifications for community programs available to Rutland.

Table B. Community Classifications

Program	Participating? (Yes/No)	Classification	Date Classified
Building Code Effectiveness Grading Schedule (BCEGS)	Yes	3	6/27/22
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	4/4Y	
NYSDEC Climate Smart Community	No	-	-



Program	Participating? (Yes/No)	Classification	Date Classified
Other: Organizations with mitigation focus (advocacy group, non-government)	No	-	-

N/A = Not applicable

### 35.3.2 Community Profile

The Town of Rutland has an area of 44 square miles and is located in the central part of the County. The Town is bordered by the Town of LeRay and Village of Black River to the north, the Town of Champion to the east, the Town of Rodman and Lewis County to the south, and the Town of Watertown to the west. Numerous state highways run directly through the Town of Rutland.

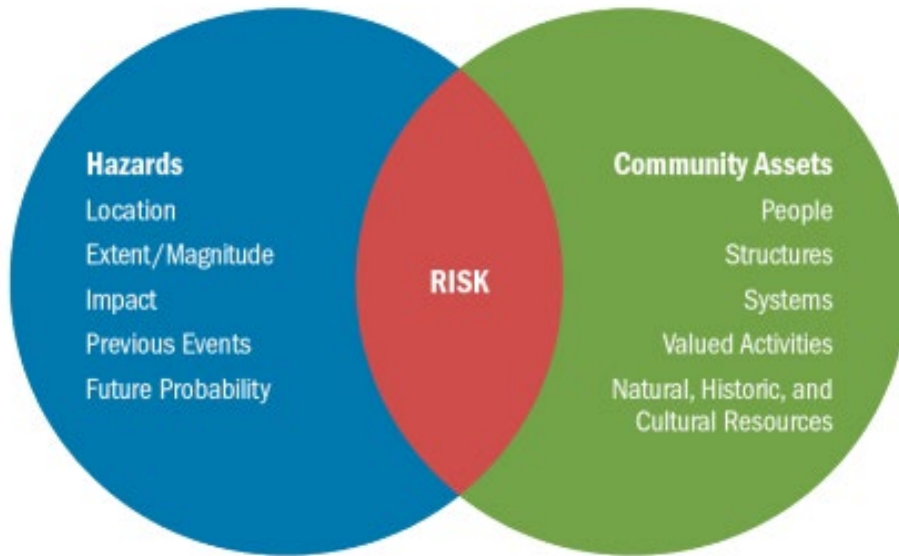
According to the U.S. Census, the 2020 population for the Town of Rutland was 2,422 which makes up 2.1 percent of the county population. Data from the 2022 American Community Survey indicates that 4 percent of the population is 5 years of age or younger, 17.5 percent is 65 years of age or older, 3.3 percent is non-English speaking, 11 percent is below the poverty threshold, and 12.5 percent is considered disabled.

### 35.4 JURISDICTIONAL RISK ASSESSMENT

The hazard profiles in Volume I provide detailed information regarding each planning partner’s vulnerability to the identified hazards, including summaries of Rutland’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.

### 35.4.1 Hazard Area

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



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

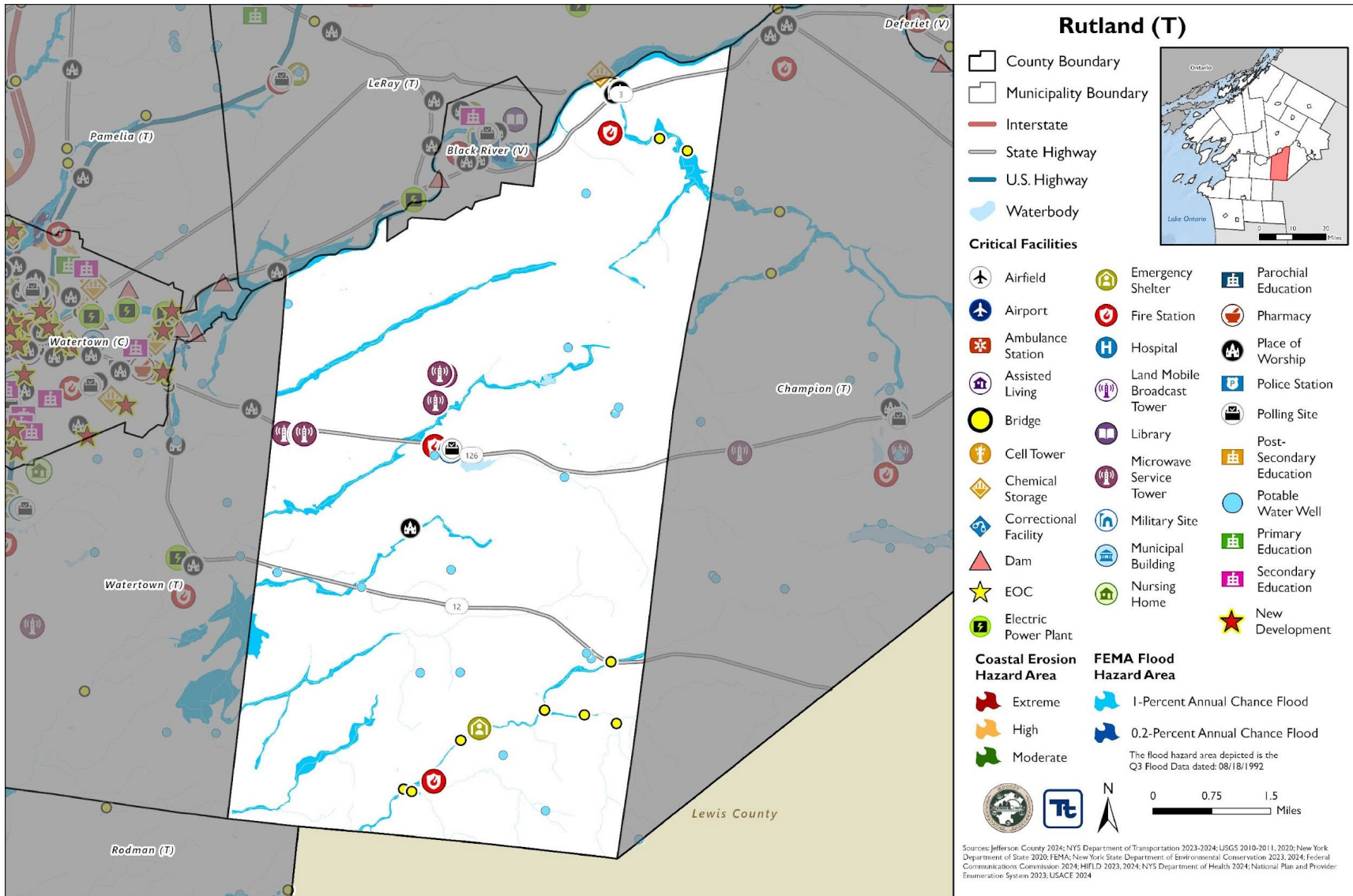
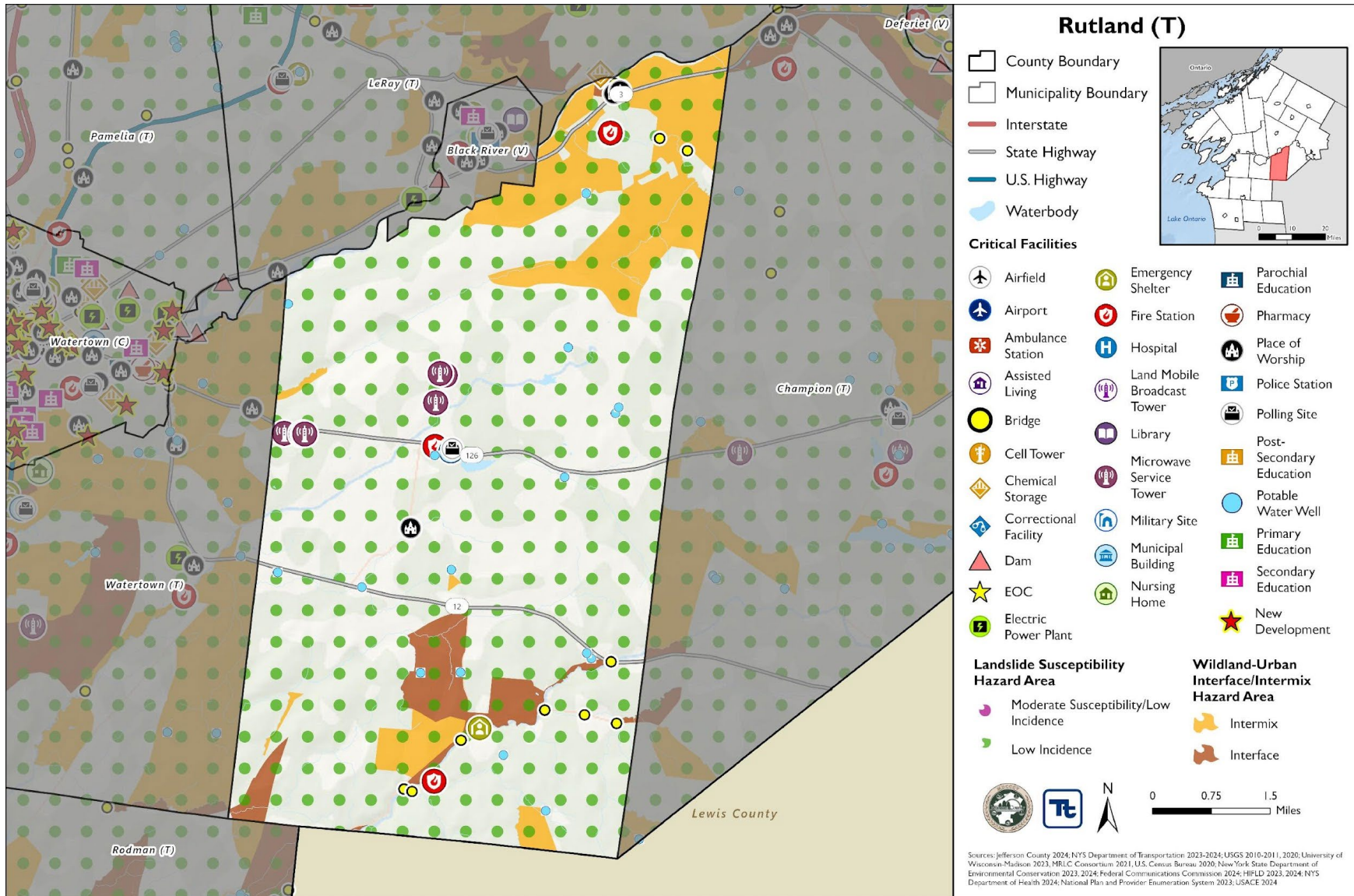




Figure 2. Rutland Landslide and WUI Hazard Area Extent and Location Map





## 35.4.2 Previous Event History

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

Table C. Presidential Disaster Declaration History in Rutland

Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Rutland
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 Town did not incur any damage or losses, but there was significant overtime worked.
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 Town did not incur any documented damage or losses, but trees were reported down on some roads and the Highway Department took care of this.
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 Town did not incur any documented damage or losses.



**Town of Rutland**

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Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Rutland
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 Town did not incur any documented damage or losses. The Town performed normal storm maintenance.
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 Town 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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### 35.4.3 Local Hazard Impacts Assessment

In the table below representatives from the Town of Rutland 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 Town does not have an active Dam located within or near it that would impact Town infrastructure. The Town does have a few abandoned dams from the papermill, but most are dried up and pose no threat.</p> <p>The Town has Beaver dams that come in spurts and are very active for a few years and then go away.</p>
Drought	<p>The Town has a Hamlet on the southern area which has a small privately owned water district that serves a dozen homes. The water district is constantly running out of water. The northern end of the Town has two water districts with no known issues. Some people in the Town have insufficient wells and those are spotty.</p> <p>Many smaller farms are being bought up by big farms that have equipment that is heavy and large, and the roads cannot handle the weight and size of this equipment. There is no state or federal regulation of farm equipment which has resulted in issues with roads. Large farms are also clearing out hedgerows which is changing the way drainage is occurring. This impacts the culverts in areas where there was never an issue before. Activity on large farms is not monitored even though it greatly impacts drainage and is increasing the stormwater runoff in the Town.</p>
Extreme Temperature	<p>The Town had a deep freeze which resulted in a freeze that went eight feet deep under homeowners' driveways, and \$160,000 was spent on thawing pipes out for customers. This has only happened once since 2008.</p> <p>In an emergency people have gone to the highway barn and could go to the Town Hall for heating/cooling.</p>
Flood	<p>Large farms are also clearing out hedgerows which is changing the way drainage is occurring. This impacts the culverts in areas where there was never an issue before. Activity on large farms is not monitored even though it greatly impacts drainage and is increasing the stormwater runoff in the Town.</p> <p>The Town is at a good elevation where there is not a flooding concern from overspilled waterways, the flooding typically comes from spring thaw/stormwater runoff.</p>
Geological Hazards	<p>The Town has no concerns with earthquakes and there are no steep slopes or landslide concerns. Bank stabilization is needed in some culvert areas.</p>
Severe Storm	<p>The Town has powerlines that have been impacted from high winds. Anytime trees fall, Highway takes care of it.</p>
Severe Winter Storm	<p>The Town's biggest issue with winter storm is the availability of road salt. Many agencies have run out of salt which puts residents at risk.</p> <p>Icing has led to numerous power outages in the Town, including in ditches and culverts which changes the flow and results in different or additional flooding.</p>



Hazard Name	Local Impacts
Wildfire	The Town has no issues with wildfire and the County is great with burn bans which aid in the protection. Local Fire Departments are also very well trained.

### 35.4.4 Vulnerable Community Assets

In the table below representatives from the Town of Rutland 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	See the table above.	Local Roads	The only time water over the road is experienced is as a result of culvert issues.
Airports	Not applicable	Major Employers	No known impacts
Area: Concentration of Businesses	Not applicable	Medical Centers (non-hospital)	Not applicable
Area: Concentration of Residences	No known impacts.	Natural Resources	No known impacts.
Bridges	Lamb Road is only Town owned bridge, and it has been inspected and is structurally fine, but cosmetically, the top railing needs to be done.  Curtis Road has a County owned bridge, on a seasonal road, but there is no interest in maintaining bridge and there is a potential for washout and other issues.	Neighborhoods	No known impacts.
City Hall/Courthouse	The Town Hall has a generator, but the generator is not automatic.	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 Asset	Hazard Impacts and Asset Vulnerabilities	Community Asset	Hazard Impacts and Asset Vulnerabilities
Community Activities: major local events including festivals and economic drivers such as beaches, skiing, farming, fishing, etc.	No known impacts	Public Transportation	Not applicable
Cultural/Historic Buildings/Sites	The Town has one abandoned cemetery where a historian applied for a historical plaque for WW1 veterans. No concerns with hazards.	Schools (K-12)	Not applicable
Culverts	There are numerous culverts on Jacobs Road, between County 156 and Rich Road, and Odell Road, between County Route 69 and Knapp Road. These Roads all have undersized culvert issues. Every spring thaw and heavy rain storm, the Highway Department must go out prior to the event to ensure they are clear.	Small Businesses	Not applicable
Elder-care Facilities	Not applicable	Supermarkets/Grocery Stores	No known impacts
Fire/Police Stations	The Town has one fire district that has three locations and all three have backup power.	Transportation - Mobile Asset Storage	The Highway Garage is severely undersized and dated and the Town has made efforts to build a new facility but cannot afford to do so. Some equipment does not start or work as it should because it is left outside in the weather. The newer equipment is much larger and cannot fit in the garage. These vehicles also may be parked at an angle which impacts suspension.
Gas Stations	No known impacts	Utilities	The Town has reported pipes freezing.
Highways	See other parts of table.	Wastewater Treatment Plants	Not applicable
Hospitals	Not applicable	Waterfront	The Black River waterfront is all cliffs. There are no concerns with hazard impacts.
Other	The Town has about 5 abandoned cemeteries and under NYS law, the Town has to maintain them which can be costly with maintenance. Most are located on hillsides, but no concerns with hazards.	Drinking Water Resources	See Drought above. Town purchases water from Village of Black River. No known impacts.



### 35.4.5 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	None-Stay the same	None-Stay the same	-	None-Stay the same	Low
Drought	Decrease	Decrease	-	Decrease	Medium
Extreme Temperature	Heat-Stay the same Cold-Stay the same	Heat-Stay the same Cold-Stay the same	-	Heat-Stay the same Cold-Stay the same	Medium
Flood	Increase	Increase	Due to agriculture clearing hedge ways and culvert inundation of creates flood conditions that would not be there otherwise	Increase	High
Geologic Hazards	Earthquake-Stay the same Landslide-Stay the same	Earthquake-Stay the same Landslide-Stay the same	-	Earthquake-Stay the same Landslide-Stay the same	Low
Severe Weather	Increase	Increase	Wind events have the most impact in the Town.	Increase	High
Severe Winter Weather	Increase	Increase	Wind events have the most impact in the Town.	Increase	High
Wildfire	None-Stay the same	None-Stay the same	-	None-Stay the same	Low



### 35.4.6 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		

None Identified

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.



## 35.5 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.

### 35.5.1 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?	Jefferson County
What is your process for tracking building permits?	Zoning Permits
Are permits tracked by hazard area? (For example, floodplain development permits.)	Yes, the floodplain is tracked, Zoning Officer and Planning Board oversee the applications and are monitoring.
Does your community have a buildable land inventory? If yes, please describe.	Alot of areas that could be developed.

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	7	0	0	7
Permits within SFHA	0	0	0	0
2020				
Total Permits	10	0	0	10
Permits within SFHA	0	0	0	0
2021				
Total Permits	1	0	0	1
Permits within SFHA	0	0	0	0
2022				
Total Permits	5	0	0	5
Permits within SFHA	0	0	0	0
2023				
Total Permits	8	0	1	9
Permits within SFHA	0	0	0	0
2024				
Total Permits				
Permits within SFHA				



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
Solar Energy Farm	Commercial	-	-	N/A	Fully Built

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
Solar Energy Farm	Commercial	-	-	N/A	Proposed
Windmill	Commercial	-	-	N/A	Proposed

## 35.6 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.

### 35.6.1 NFIP Statistics

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

Table M. Rutland NFIP Summary of Policy and Claim Statistics

# Policies	4
# Claims (Losses)	1
Total Loss Payments	\$3,135.24
# 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

### 35.6.2 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.	There are numerous culverts on Jacobs Road, between County 156 and Rich Road, and Odell Road, between County Route 69 and Knapp Road. These Roads all have undersized culvert issues. Every spring thaw and heavy rain storm, the Highway Department must go out prior to event to ensure they are clear.
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?	Shane Berghorn, Floodplain Administrator and current (as of 2025) Planning Board Chairman
What local department is responsible for floodplain management?	Planning Board Chairman, the position follows whoever is named the Chairman. May be different from the individual named in this document.
Are any certified floodplain managers on staff in your jurisdiction?	No
What is the local law number or municipal code of your flood damage prevention ordinance?	Local Law 1 of 1992
When was the latest effective Flood Insurance Rate Map (FIRM) adopted, if applicable?	8/18/1992
Explain NFIP administration services (e.g., permit review, inspections, engineering capability, GIS, etc.)	Permit Review with Zoning and Planning Board
What are the barriers to running an effective NFIP program in your community, if any?	No issues



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?	Visual Inspections
How do you determine if proposed development on an existing structure would qualify as a substantial improvement?	Zoning and Planning would determine this
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 a special flood hazard area (SFHA)?	Yes, homes located along flood area (Black River) are elevated along taller cliffs.
How many structures (residential and non-residential) are exposed to flood risk within the community outside of the regulatory maps?	No
Does the community maintain elevation records? If yes, please describe.	The Town does not, but the County does.
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.	No
How does the community teach property owners or other stakeholders about the importance of flood insurance?	The Bank does this with interested property owners
What digital sources (like the FEMA Map Service Center, National Flood Hazard Layer) or non-regulatory tools does your community use?	No



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?	Planning and Zoning consider flood risk
When was the most recent Community Assistance Visit (CAV) or Community Assistance Contact (CAC)?	CAC: March 14, 2023 CAV: August 20, 1991
Does your community plan to join the CRS program or is your community interested in improving your CRS classification?	No

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## 35.7 JURISDICTIONAL CAPABILITY INVENTORY AND ASSESSMENT

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Rutland 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 Rutland to identify opportunities for integrating mitigation concepts into ongoing Town procedures.



### 35.7.1 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 Rutland 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 Town.

Table O. Ordinances

Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
Building Codes	Yes	All of the communities in Jefferson County regulate construction through the use of a building code. The Town of Rutland 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.	Jefferson County and Town Zoning
Flood Damage Prevention Ordinance	Yes, Local Law 1 of 1992	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 contract, in practice, most home sellers in New York	NYS Department of State, Real Estate Agent



Capability Type	In Place in Municipality	Comments	Responsible Department / Agency / Organization
		opt not to complete the statement and instead pay the credit.	
Stormwater Management Code	Yes, Local Law 2017-2	A stormwater management code identifies the sources of pollution and industrial activities conducted at site, including stormwater control practices to prevent pollutants from entering stormwater runoff.	Stormwater Manager
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.	Town 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 Town of Rutland. 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
Stormwater Management Plan	Yes, 2023 MS4 Annual Report	An MS4 community is a conveyance or system of conveyances that is owned by a state, city, town, village, or other public entity that discharges to waters of the U.S. It is designed or used to collect or convey stormwater and is not a combined sewer or part of a sewage treatment plant <sup>1</sup> . MS4 communities are responsible for public education, outreach, illicit discharge detection and elimination, construction site erosion control, post-construction stormwater management, and pollution prevention.	Stormwater Management Program Coordinator



### 35.7.2 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 Town of Rutland. 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 Town of Rutland. 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	The Town has a Zoning Officer.
Maintenance Programs	Yes	The Highway Department conducts road maintenance and tree maintenance.
Mitigation Planning Committee	Yes	The Town has an identified a mitigation planning committee.
Mutual Aid Agreements	Yes	The Town has mutual aid agreements with the County and neighboring jurisdictions.
Planning Board	Yes	The Board meets at 7pm on the first Thursday of every month to complete site plan reviews and forward plans to appropriate peer reviewing agencies. It helps establish new local guidelines and regulations as they pertain to the future growth and development of the township. There are five members on the board.
Public Works/Highway Department	Yes	The Highway Department has seven full-time staff members.
Zoning Board of Appeals	Yes	The five-member Board meets only if there is something on the Agenda. They assist with establishing new guidelines and local regulations as they pertain to the town's future.

### 35.7.3 Fiscal Capability

The table below summarizes financial resources available to Rutland.



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	Yes, in 2003/2004 bonded for the water system.
Authority to levy taxes for specific purposes	Yes, Water districts
User fees for water, sewer, gas, or electric service	Yes, Water
Impact fees for homebuyers or developers of new development/homes	No
Stormwater utility fee	No
Incur debt through general obligation bonds	No
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	No
FEMA funding programs	Yes, HMP through County
Other State funding programs	Yes, CHIPs money for road improvements
Open Space Acquisition funding programs	No
Other (for example, Clean Water Act 319 Grants [Nonpoint Source Pollution])	No

### 35.7.4 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, Through MS4 community there was education procedures that had to be met. Letters went out and literature was posted at each municipality.



Capability Type	Is this education and outreach capability currently in use in the Municipality? If yes, please describe.
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, to come after HMP
Local News	Yes, notify the dispatch center and that can bleed over to news
Natural disaster/safety programs in place for schools	N/A
Organizations that conduct outreach to socially vulnerable populations and underserved populations	No
Public information officer or communications office	No, Town clerk does this
Social media for hazard mitigation education and outreach	No
Warning systems for hazard events	No

### 35.7.5 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	None-Not an issue
Drought	Moderate
Extreme Temperature	Moderate
Flood	Moderate
Geological Hazards	Moderate
Severe Storm	Moderate
Severe Winter Storm	Moderate
Wildfire	Strong



## 35.8 MITIGATION STRATEGY AND PRIORITIZATION

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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.

### 35.8.1 Past Mitigation Action Status

The Town did not participate in the last plan.

### 35.8.2 Additional Mitigation Efforts

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

- None identified.

### 35.8.3 Identified Issues

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

- The Highway Garage is severely undersized and numerous pieces of equipment currently sit outside which impacts the lifespan of the equipment, which hinders the Town from being able to perform continuity of operations. The Town has had to leave some equipment out on an angle which also impacts the suspension and lifespan.
- Recent storm events have resulted in severe rainfall which overwhelmed culverts and caused flooding due to undersized and damaged culverts. There are numerous culverts located in the Town that are of infrastructure and flooding concerns including: Jacobs Road, between County Route 156 and Rich Road, and Odell Road, between County Route 69 and Knapp Road. The Town knows that other culverts may also need to be upsized and mitigated but needs an inventory of where to focus on.
- Large farms have begun to purchase and merge smaller farms which results in clearing hedgerows which is changing the way drainage is occurring, and stormwater runoff is increasing. This is also impacting the culverts where there was never an issue before. Additionally, Main Street and Bootjack Road, which are in the Hamlet and the MS4 area, also are vulnerable to drainage concerns and an updated rain gutter is preferred so that it can be cleaned with equipment and not people who currently need to enter the storm drain area to clean out debris.
- Main Fire Department experiences frequent flooding as the road outside has been raised so many times. The floor of Station 1 is about eight feet below the road out front. Additionally, the Fire Department cannot get a vehicle inside the facility which leaves the vehicles vulnerable to the elements which impacts their lifespan and equipment features.



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

Rutland 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-RutlandT-01. Highway Garage

Lead Agency:	Town Highway Department	
Supporting Agencies:	Town Administration	
Hazards of Concern:	Dam Failure, Drought, Extreme Temperature, Flood, Geologic Hazards, Severe Weather, Severe Winter Weather, Wildfire	
Description of the Problem:	The Highway Garage is severely undersized and numerous pieces of equipment currently sit outside which impacts the lifespan of the equipment, which hinders the Town from being able to perform continuity of operations. The Town has had to leave some equipment out on an angle which also impacts the suspension and lifespan.	
Description of the Solution:	The Town will consult with an engineer to determine the best location and size for an upgraded and weather-proofed highway garage facility that has the capacity to store all the vehicles that should be kept inside, while having room for the Town to be able to perform continuity of operations within the garage. The Town will be responsible for ensuring routine maintenance is performed in the garage. The Town will also ensure the new garage has a backup power source.	
Estimated Cost:	TBD based on Engineer	
Potential Funding Sources:	HMGP, Town Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 6, 7	
Benefits:	The Town will have a proper-sized Town highway garage that can store all of the tools that need to be kept in a more temperature-controlled setting.	
Impact on Socially Vulnerable Populations:	The Town population will be better protected by a fully prepared Highway Department.	
Impact on Future Development:	Any future development will have support from a fully prepared Highway Department with functioning equipment due to proper storage and maintenance of all equipment.	
Impact on Critical Facilities/Lifelines:	Any critical facilities will have support from the fully prepared Highway Department with functioning equipment due to proper storage and maintenance of all equipment.	
Impact on Capabilities:	This action strengthens the Highway Department's functionality which allows for more efficient work to be performed.	
Climate Change Considerations:	Climate change is likely to increase severity but decrease the frequency of severe weather events such as high winds and severe winter weather. This action considers the chance of more severe weather and temperature extremes.	
Mitigation Category	Structure and Infrastructure Projects	
CRS Category	Property Protection, Emergency Services, Public Information	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Rely on neighboring municipalities for equipment	Does not fix current issue of leaks and damage in the facility
	Rely on neighboring County for equipment	Does not fix current issue of leaks and damage in the facility



Action 2025-RutlandT-02. Culvert Inventory and Repair

Lead Agency:	Town Highway Department	
Supporting Agencies:	Town 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 caused flooding due to undersized and damaged culverts. There are numerous culverts located in the Town that are of infrastructure and flooding concerns including: Jacobs Road, between County Route 156 and Rich Road, and Odell Road, between County Route 69 and Knapp Road. The Town knows that other culverts may also need to be upsized and mitigated but needs an inventory of where to focus on.	
Description of the Solution:	The Town will contract an engineer to complete an engineering survey of the identified culverts in the Town that are undersized and contribute to flooding to determine the proper size that is necessary to eliminate or reduce flooding. The Town will acquire funding to upsize the culverts along Jacobs Road, between County Route 156 and Rich Road, and Odell Road, between County Route 69 and Knapp Road. The Town will also continue to compile a Culvert Inventory that details the status and damage of culverts in the Town and will acquire necessary funding to ensure proper adjustments are made to protect the Town from flooding and collapsed culverts.	
Estimated Cost:	TBD after Survey and Inventory	
Potential Funding Sources:	HMGP, FMA, CHIPS, Town Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 4, 6, 7	
Benefits:	Overall flooding will be reduced, which will result in less frequency of road closures and reduced damage occurring to culverts and 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 culverts that are at greatest risk of damage or failure can allow resource staging to take place where the need is greatest ahead of a flood event.	
Climate Change Considerations:	Climate change is likely to result in more frequent and severe rainfall events. This action is to increase culvert 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-RutlandT-03. Drainage Study and Improvements

Lead Agency:	Town Administration	
Supporting Agencies:	Town Highway Department, County Highway	
Hazards of Concern:	Flood, Severe Storm, Severe Winter Storm	
Description of the Problem:	Large farms have begun to purchase and merge smaller farms which results in clearing hedgerows which is changing the way drainage is occurring, and stormwater runoff is increasing. This is also impacting the culverts where there was never an issue before. Additionally, Main Street and Bootjack Road, which are in the Hamlet and the MS4 area, also are vulnerable to drainage concerns and an updated rain gutter is preferred so that it can be cleaned with equipment and not people who currently need to enter the storm drain area to clean out debris.	
Description of the Solution:	The Town will conduct a drainage study to determine how drainage has changed since the farm layouts have changed a lot of the drainage patterns in the Town. Once the Town determines what the best and most cost-effective solution is, they will acquire the funding to implement the solution. The Town will also evaluate the feasibility of redoing Main Street and Bootjack Road and installing a drain gutter and sidewalk to improve the drainage and maintenance capabilities.	
Estimated Cost:	TBD after Study	
Potential Funding Sources:	HMGP, FMA, NYSDEC, CHIPS, Town Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 4, 6, 7	
Benefits:	The Town will have improved drainage and easier maintenance which ensures that the Town will not experience issues with drainage as larger farms continue to combine smaller farms.	
Impact on Socially Vulnerable Populations:	Some populations may be disproportionately impacted by the increased stormwater runoff and drainage concerns, and this action aims to fix that.	
Impact on Future Development:	Future development will not have to be concerned with drainage and stormwater runoff issues.	
Impact on Critical Facilities/Lifelines:	Critical facilities may be impacted by the new drainage and stormwater runoff patterns, and this action aims to prevent any impacts to infrastructure.	
Impact on Capabilities:	This action improves the Town capabilities to reduce drainage and floods.	
Climate Change Considerations:	Climate change is likely to result in more frequent and severe rainfall events. This action is to increase drainage 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-RutlandT-04. Main Fire Department (Station 1) Flood Mitigation

Lead Agency:	Main Fire Department	
Supporting Agencies:	Town Highway Department, Town Planning	
Hazards of Concern:	Flood, Severe Storm, Severe Winter Storm	
Description of the Problem:	Main Fire Department experiences frequent flooding as the road outside has been raised so many times. The floor of Station 1 is about eight feet below the road out front. Additionally, the Fire Department cannot get a vehicle inside the facility which leaves the vehicles vulnerable to the elements which impacts their lifespan and equipment features.	
Description of the Solution:	The Town will evaluate the feasibility of flood proofing the facility, including drainage improvements, elevation and relocation. The Town will implement the best and most cost-effective solution and will acquire funding to implement the best flood proofing measure.	
Estimated Cost:	TBD after feasibility study	
Potential Funding Sources:	HMGP, USDA Community Facilities Grant Program, AFG, Annual Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 6, 7	
Benefits:	Critical services provided by the Main Fire Department will be protected from flooding.	
Impact on Socially Vulnerable Populations:	Protection of critical facilities provides an opportunity for utility workers and emergency managers to stage and deploy resources to vulnerable and hazard prone areas.	
Impact on Future Development:	The risk of significant damage occurring to the structure will be reduced, which will allow operations to adapt and resume in a more efficient manner.	
Impact on Critical Facilities/Lifelines:	<ul style="list-style-type: none"> <li>Ensuring the protection of the Highway Department operations and personnel will increase the likelihood of gas, water and electric resources remaining intact.</li> <li>With a protected critical facility, communications are more likely to remain intact between responding agencies.</li> </ul>	
Impact on Capabilities:	Ensuring continuity of operations allows for a more rapid return to normalcy after a hazard event.	
Climate Change Considerations:	Climate change is likely to result in more frequent and severe rainfall events. This action is to increase drainage to meet changing stormwater needs as the result of climate change.	
Mitigation Category	Structure and Infrastructure Project	
CRS Category	Property Protection, Structural Flood Control Projects	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Close fire department	No continuity of operations will persist
	Close Station 1	Limits continuity of operations



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-RutlandT-01.	Highway Garage	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-RutlandT-02.	Culvert Inventory and Repair	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-RutlandT-03.	Drainage Study and Improvements	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-RutlandT-04.	Main Fire Department (Station 1) Flood Mitigation	1	1	1	1	1	0	0	1	1	1	1	1	1	1	12	High

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