



42 JURISDICTIONAL ANNEXES

42.1 TOWN OF WILNA

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

42.2 HAZARD MITIGATION PLANNING TEAM

The Town of Wilna 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: Paul Smith, Town Supervisor Address: 414 State St., Carthage, NY Phone Number: 315-493-2771 Email: psmith120@twcny.rr.com	Name/Title: Lori Borland, Town Clerk Address: 414 State Street, Carthage, NY Phone Number:315-493-2771 Email: twilnaclerk@gmail.com
National Flood Insurance Program Floodplain Administrator	
Name/Title: Terry McKeever, Zoning Enforcement Officer Address: 414 State St., Carthage, NY 13619 Phone Number:315-778-5831 Email: tmckeever1@hotmail.com	
Additional Contributors	
Name/Title: Mike O’Shaughnessy, twilnahd@gmail.com Method of Participation: Provided input in the planning process	

42.3 COMMUNITY PROFILE

42.3.1 Community Classifications

Table B summarizes classifications for community programs available to Wilna.

Table B. Community Classifications

Program	Participating? (Yes/No)	Classification	Date Classified
Building Code Effectiveness Grading Schedule (BCEGS)	no		
Community Rating System (CRS)	No	-	-
Firewise Communities classification	No	-	-
National Weather Service StormReady Certification	No	-	-
Public Protection (ISO Fire Protection Classes 1 to 10)	Yes	1	unknown



NYSDEC Climate Smart Community	No	-	-
Other: Organizations with mitigation focus (advocacy group, non-government)	No	-	-

-N/A = Not applicable

42.3.2 Community Profile

The Town of Wilna has an area of 75 square miles and is located in the eastern part of the County. The Town is bordered by the Town of Philadelphia and Town of Antwerp to the north, Lewis County to the east, the Town of Champion to the south, and the Town of LeRay to the west. Numerous state highways run directly through the Town of Wilna.

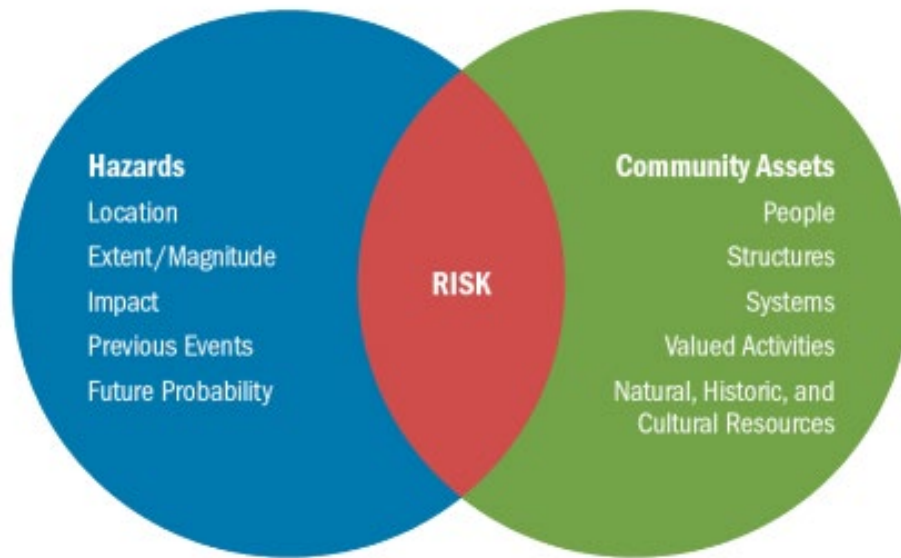
According to the U.S. Census, the 2020 population for the Town of Adams was 2,496 which makes up 2.1 percent of the county population. Data from the 2022 American Community Survey indicates that 3.5 percent of the population is 5 years of age or younger, 12.2 percent is 65 years of age or older, zero percent is non-English speaking, 7 percent is below the poverty threshold, and 11.9 percent is considered disabled.

42.4 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 Wilna’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.

42.4.1 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 Wilna has significant exposure. The maps show the location of potential new development, where available.



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

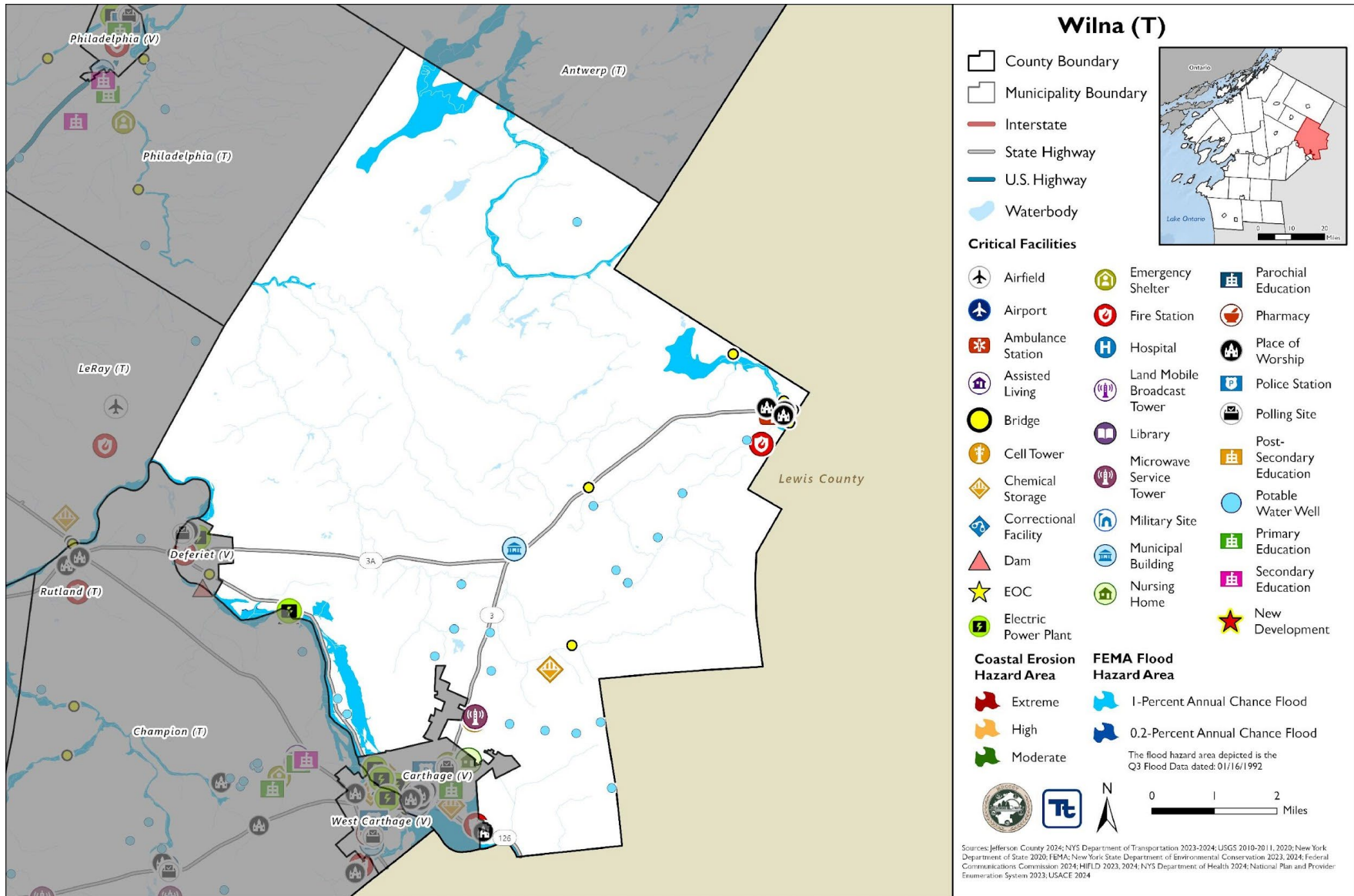
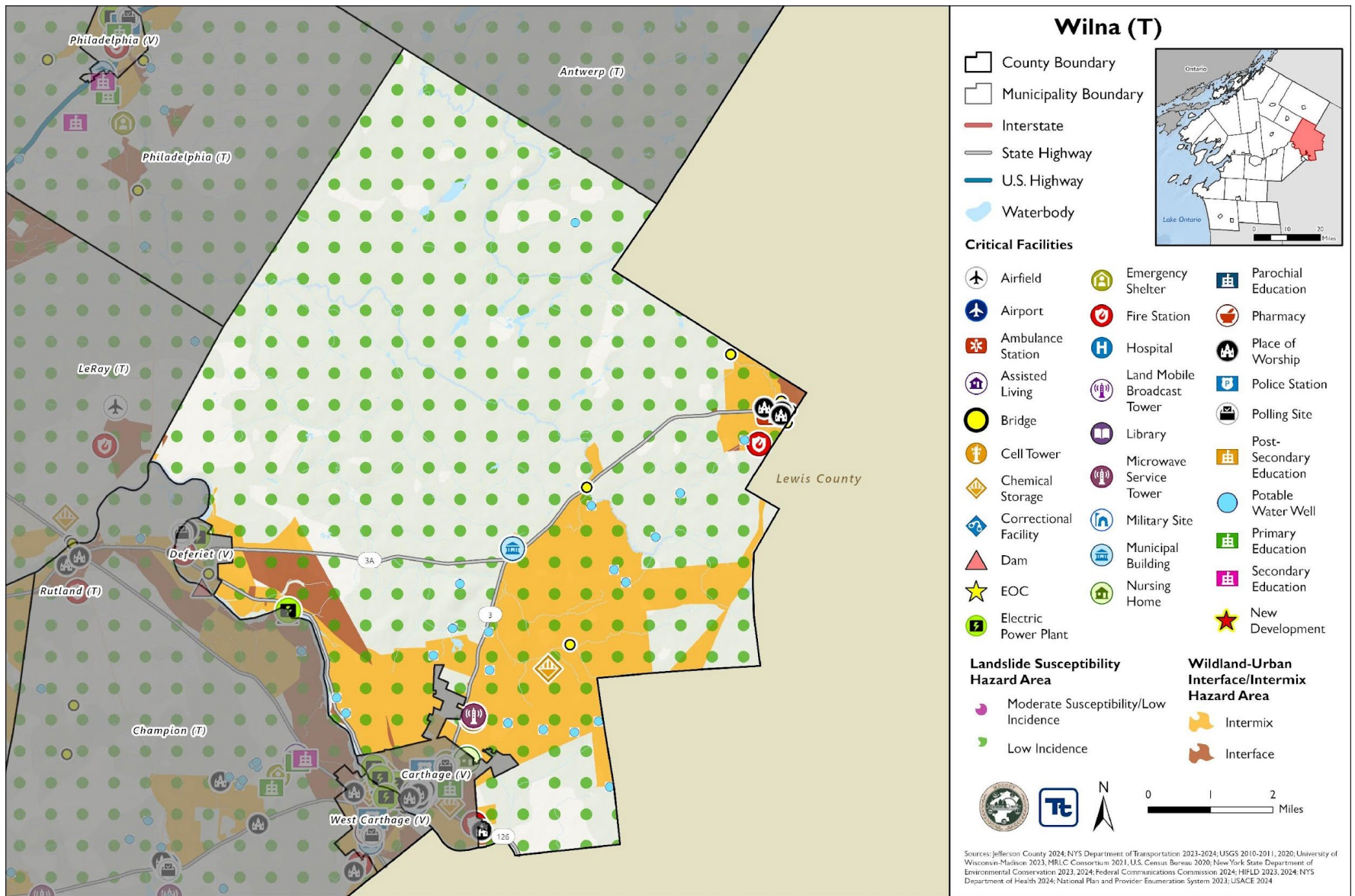




Figure 2. Wilna Landslide and WUI Hazard Area Extent and Location Map





42.4.2 Previous Event History

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

Table C. Presidential Disaster Declaration History in Wilna

Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Wilna
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 documented damages and losses.
October 31 – November 1, 2019	Severe Storm, Flood (DR-4472)	A storm system brought record breaking rains, damaging wind gusts (45 to 50 mph), a small Lake Ontario seiche, and river flooding to the region. Thousands of power outages occurred across the area, and wind-related damage closed hundreds of roads and did countless tree damage. High winds and lakeshore flooding continued into November 1.	The Town did not incur any documented damages and 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 Town did not incur any documented damages and losses.
November 17-26, 2014	Severe Winter Storm, Flood (DR-4204)	A winter storm moved into the region, causing temperatures to drop tremendously. Lake effect snow impacted counties bordering Lake Ontario and Lake Erie. Travel restrictions were instituted due to whiteout conditions. The storm produced heavy snowfall, high winds,	The Town did not incur any documented damages and losses.



Town of Wilna

Dates of Event	Event Type (Disaster Declaration)	Summary of Event	Summary of Damage and Losses in Wilna
		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 Town did not incur any documented damages and losses.

EM = Emergency Declaration (FEMA)
FEMA = Federal Emergency Management Agency
DR = Major Disaster Declaration (FEMA)
N/A = Not applicable



42.4.3 Local Hazard Impacts Assessment

In the table below representatives from the Town of Wilna 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	Droughts can impact local wells and people may need to be brought in.
Extreme Temperature	No known impacts
Flood	The Town has been impacted by snow melt on South Mechanic Street and experiences flooding on State Route 3 due to snowmelt and spring runoff.
Geological Hazards	No known impacts
Severe Storm	No known impacts
Severe Winter Storm	The large accumulation of snow in winter requires snow removal and maintenance by Town. The Town is also concerned with snow accumulation on the roofs.
Wildfire	Wildfire smoke from Canada impacted the Town in the summer of 2024 and residents were advised not to spend time outdoors.



42.4.4 Vulnerable Community Assets

In the table below representatives from the Town of Wilna 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	No known impacts	Local Roads	Beaver dams are problematic and have contributed to road flooding and blockage of culverts.
Airports	Not Applicable	Major Employers	Not Applicable
Area: Concentration of Businesses	Not Applicable	Medical Centers (non-hospital)	Not Applicable
Area: Concentration of Residences	No known impacts	Natural Resources	Not Applicable
Bridges	Depot Street bridge is very old and is deteriorating and is of concern.	Neighborhoods	Not Applicable
City Hall/Courthouse	Not Applicable	Parks and Recreational Sites	The brownfield site has been remediated, and the Town will redevelop the site in the years to come.
College/University	Not Applicable	Place of Worship	No impact
Community Centers/Hubs	No known impacts	Private Property	Not Applicable
Community Activities: major local events including festivals and economic drivers such as beaches, skiing, farming, fishing, etc.	No known impacts	Public Transportation	No known impacts
Cultural/Historic Buildings/Sites	Not Applicable	Schools (K-12)	Not Applicable
Culverts	Hickey Road experiences excessive rain and snowmelt which floods the road. The Boyd Road culvert also experiences excessive rain and snow melt that can overwhelm the culvert and flood residential lawns.	Small Businesses	No known impacts
Elder-care Facilities	Not Applicable	Supermarkets/ Grocery Stores	No known impacts



Community Asset	Hazard Impacts and Asset Vulnerabilities	Community Asset	Hazard Impacts and Asset Vulnerabilities
Fire/Police Stations	The Town does not have its own Fire Department.	Transportation - Mobile Asset Storage	No known impacts
Gas Stations	No known impacts	Utilities	No known impacts
Highways	The Town has been impacted by snow melt on State Route 3 due to snowmelt and spring runoff.	Wastewater Treatment Plants	The wastewater treatment plant is located in the Hamlet of Herrings and is currently under renovation from a grant from NYSDEC to dechlorinate and replace the sand filtering station.
Hospitals	Not Applicable	Waterfront	No known impacts
Other	No known impacts	Drinking Water Resources	The drinking water is supplied by the Village of Carthage, Village of Deferiet or the Hamlet of Herrings. No known impacts.



42.4.5 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	Not a risk	Not a risk	-	Not a risk	Low
Drought	Stay the same	Stay the same	-	Stay the same	Low
Extreme Temperature	Stay the same	Stay the same	-	Stay the same	Low
Flood	Stay the same	Stay the same	-	Stay the same	High
Geologic Hazards	Stay the same	Stay the same	-	Stay the same	Low
Severe Weather	Stay the same	Stay the same	-	Stay the same	High
Severe Winter Weather	Stay the same	Stay the same	-	Stay the same	Medium
Wildfire	Stay the same	Stay the same	-	Stay the same	Low

42.4.6 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					



Town of Wilna

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.



42.5 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.

42.5.1 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 Town issues its own building permits.
What is your process for tracking building permits?	Codes/Zoning
Are permits tracked by hazard area? (For example, floodplain development permits.)	Yes, floodplain
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	4	0	0	4
Permits within SFHA	0	0	0	0
2020				
Total Permits	4	0	0	4
Permits within SFHA	0	0	0	0
2021				
Total Permits	4	0	0	4
Permits within SFHA	0	0	0	0
2022				
Total Permits	4	0	0	4
Permits within SFHA	0	0	0	0
2023				
Total Permits	5	0	0	5
Permits within SFHA	0	0	0	0
2024				
Total Permits	4	0	0	0
Permits within SFHA	0	0	0	0



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

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

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

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

Property or Development Name	Type of Development	# of Units / Structures	Location (address and/or block and lot)	Known Hazard Zones	Description / Status of Development
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					

42.6 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.

42.6.1 NFIP Statistics

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

Table M. Wilna NFIP Summary of Policy and Claim Statistics

# Policies	2
# Claims (Losses)	14
Total Loss Payments	\$114,990.94
# Repetitive Loss Properties (NFIP definition)	2
# 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

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.	Highway Department
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?	Terry McKeever, Zoning Enforcement Officer
What local department is responsible for floodplain management?	Jefferson County
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?	Chapter 113 of Town of Wilna Municipal Code
When was the latest effective Flood Insurance Rate Map (FIRM) adopted, if applicable?	1/16/1992
Explain NFIP administration services (e.g., permit review, inspections, engineering capability, GIS, etc.)	Permits, Inspections, etc.
What are the barriers to running an effective NFIP program in your community, if any?	None
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



NFIP Topic	Comments
How do you make Substantial Damage determinations? What is the process to make sure these structures are brought into compliance?	Unknown
How do you determine if proposed development on an existing structure would qualify as a substantial improvement?	Codes/Zoning
How many Substantial Damage determinations were declared for recent flood events in your jurisdiction?	None
Does the community track the number of buildings in the floodplain? If so, how many structures are in special flood hazard area (SFHA)?	Yes, but unknown
How many structures (residential and non-residential) are exposed to flood risk within the community outside of the regulatory maps?	Unknown
Does the community maintain elevation records? If yes, please describe.	No
Are there any repetitive loss (RL) or severe repetitive loss (SRL) structures in the community? If yes, how many of each category?	One Repetitive Loss Property, No Severe Repetitive Loss Properties
Describe any areas of flood risk with limited NFIP policy coverage.	None
How does the community teach property owners or other stakeholders about the importance of flood insurance?	No
What digital sources (like the FEMA Map Service Center, National Flood Hazard Layer) or non-regulatory tools does your community use?	None
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?	Yes



NFIP Topic	Comments
When was the most recent Community Assistance Visit (CAV) or Community Assistance Contact (CAC)?	CAC: June 4, 2024 CAV: May 24, 2022
Does your community plan to join the CRS program or is your community interested in improving your CRS classification?	No



42.7 JURISDICTIONAL CAPABILITY INVENTORY AND ASSESSMENT

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



42.7.1 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 Wilna 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, Uniform Fire Prevention and Building Code (Uniform Code) under 19 NYCRR; Chapters 84 & 98 of Town of Wilna Municipal Code	All of the communities in Jefferson County regulate construction through the use of a building code. The Town of Wilna 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.	Town Administration and Planning
Flood Damage Prevention Ordinance	Yes, Chapter 113 of Town of Wilna Municipal Code	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 -	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
	Article 14 §460-467	contract, in practice, most home sellers in New York opt not to complete the statement and instead pay the credit.	
Site Plan Code	Yes, Yes, Town of Wilna Local Law #1: Zoning (Chapter 250 of Town of Wilna Municipal Code)	Site plan review requirements are used to evaluate proposed development prior to construction. An illustration of the proposed work, including its location, exact dimensions, existing and proposed buildings, and many other elements are often included in the site plan review requirements. The site plan reviews offer an opportunity to incorporate mitigation principles, such as ensuring that the proposed development is not in an identified hazard area and that appropriate setbacks are included.	Town Administration and Planning
Stormwater Management Code	Yes	The purpose of a stormwater management code is to protect, maintain, and enhance public health, safety, and general welfare by establishing minimum requirements and procedures to control the effects associated with increased stormwater runoff.	Town Administration and Planning
Subdivision Code	Yes, Chapter 198 of Town of Wilna Municipal Code	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.	Town Administration and Planning
Zoning/Land Use Code	Yes, Town of Wilna Local Law #1: Zoning (Chapter 250 of Town of Wilna Municipal Code)	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 Administration and 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 Wilna. 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, 2009	A comprehensive plan is a document which illustrates the overall vision and goals of a community. It serves as a guide for the community's future and often includes anticipated demographics, land use, transportation, and actions to achieve desired goals. Integrating mitigation concepts and policies into a comprehensive plan provides a means for implementing initiatives through legal frameworks and enhances the opportunity to reduce the risk posed by hazard events.	Town Administration and Planning

42.7.2 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 Wilna. 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 Wilna. 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
Grant Writer	Yes	-
Maintenance Programs	Yes	The Highway Department performs road and tree maintenance.
Mutual Aid Agreements	Yes	The Town has mutual aid agreements with the County and neighboring municipalities.
Staff with expertise or training in benefit/cost analysis	Yes	Hired Out



Capability Type	In Place in Municipality	Comments
Professionals trained in conducting damage assessments	Yes	Hired Out
Planners or engineers with knowledge of land development and land management practices	Yes	Hired Out
Planning Board	Yes	The Town of Wilna is part of a Cooperative Planning Board with the villages of Carthage and Deferiet.
Public Works/Highway Department	Yes	The Town Highway Department is responsible for routine road and tree maintenance.
Zoning Board of Appeals	Yes	The Cooperative Board of Appeals shall be established through an inter-municipal agreement between the towns of Champion and Wilna, the villages of Carthage, Deferiet, and West Carthage. Each of the municipalities shall, pursuant to the authority granted them under the Municipal Home Rule Law, hold a public hearing to amend their zoning relevant to the establishment of a cooperative zoning board of appeals.

42.7.3 Fiscal Capability

The table below summarizes financial resources available to Wilna.

Table R. Fiscal Capabilities

Capability Type	Has this funding capability been used since the last plan (2011)? If yes, please describe.
Community Development Block Grants (CDBG, CDBG-DR)	Yes
Capital improvement project funding	Yes
Authority to levy taxes for specific purposes	Yes
User fees for water, sewer, gas, or electric service	Yes
Impact fees for homebuyers or developers of new development/homes	Yes
Stormwater utility fee	No
Incur debt through general obligation bonds	Yes
Incur debt through special tax bonds	Yes
Incur debt through private activity bonds	No
Withhold public expenditures in hazard-prone areas	No



Capability Type	Has this funding capability been used since the last plan (2011)? If yes, please describe.
Other Federal (non-FEMA) funding programs	No
FEMA funding programs	No
Other State funding programs	No
Open Space Acquisition funding programs	No
Other (for example, Clean Water Act 319 Grants [Nonpoint Source Pollution])	Yes - WQIA grant

42.7.4 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	No
Hazard awareness campaigns (such as Firewise, Storm Ready, Severe Weather Awareness Week, school programs, public events)	No
Hazard mitigation information available on your website	No
Local News	No
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
Social media for hazard mitigation education and outreach	Yes
Warning systems for hazard events	No



42.7.5 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
Drought	None
Extreme Temperature	None
Flood	Moderate
Geological Hazards	None
Severe Storm	Moderate
Severe Winter Storm	Moderate
Wildfire	None

42.8 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.

42.8.1 Past Mitigation Action Status

The Town did not participate in the last plan.

42.8.2 Additional Mitigation Efforts

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

- XXXX

42.8.3 Identified Issues

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

- Recent storm events have resulted in severe rainfall which overwhelmed culverts and roadways which caused flooding. There are numerous roadways located in the Town that are of infrastructure and flooding concerns, including South Mechanic Street, State Route 3, and undersized/nonexistent culverts located on



Hickey Road, Selos Road, Staie Road, Avery Road, and Boyd Road. The Town knows that other roads and culverts may also need to be upsized and mitigated.

- The Depot Street Bridge is very old and is deteriorating and needs a study conducted to determine how to make it structurally sound and resistant to hazard impacts. Failure of bridges or causeways could result in loss to life and limitations to emergency access.
- Frequent flooding events have resulted in damage to residential properties. These properties have been repetitively flooded as documented by paid NFIP claims. The Town has two repetitive loss properties, but other properties may be impacted by flooding as well.



42.8.4 Proposed Hazard Mitigation Actions for the HMP Update

Wilna 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-WilnaT-01. Flood Study

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 roadways which caused flooding. There are numerous roadways located in the Town that are infrastructure and flooding concerns, including South Mechanic Street, State Route 3, and undersized/nonexistent culverts located on Hickey Road, Selos Road, Staie Road, Avery Road, and Boyd Road. The Town knows that other roads and culverts may also need to be upsized and mitigated.
Description of the Solution:	The Town will contract an engineer to complete an engineering survey of South Mechanic Street, State Route 3, and undersized/nonexistent culverts located on Hickey Road, Selos Road, Staie Road, Avery Road, and Boyd Road in the Town that contribute to flooding. The Town and engineer will determine the proper size culvert and mitigation measures to eliminate or reduce flooding along these roads. The Town Highway suggests that Selos Road should be upsized from a 24" steel culvert to a 30" culvert, Staie Road should have an additional culvert added, Boyd Road needs additional culverts and liners installed in the existing ones, and Avery Road needs a second culvert installed. Once the potential solutions are evaluated and determined, the Town will implement the best and most cost-effective solution.
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"> • Transportation routes are more likely to remain open • Evacuation routes will remain intact. • Access to health and medical facilities will be maintained, both for healthcare workers and the population who require treatment for injuries and illness.
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-WilnaT-02. Depot Street Bridge

Lead Agency:	Town Highway Department	
Supporting Agencies:	Town Planning	
Hazards of Concern:	Flood, Severe Storm, Severe Winter Storm	
Description of the Problem:	The Depot Street Bridge is very old and is deteriorating and needs a study conducted to determine how to make it structurally sound and resistant to hazard impacts. Failure of bridges or causeways could result in loss to life and limitations to emergency access.	
Description of the Solution:	The Town will consult an engineer to replace or retrofit Depot Street Bridge which is old and deteriorating. If this bridge were to be closed, it would limit emergency access for responders.	
Estimated Cost:	TBD after engineer study	
Potential Funding Sources:	HMGP, FMA, Town Budget	
Implementation Timeline:	Within 5 Years	
Goals Met:	1, 2, 3, 4, 6, 7	
Benefits:	<ul style="list-style-type: none"> • Infrastructure will be protected from future hazard damages. • Ensures at least a single transportation route remains accessible to the community. 	
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"> • Ensures transportation routes remain open and accessible to the public for daily use and evacuation needs. • 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. 	
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	Town wants to repair and mitigate bridges prior to them being closed and the Town needing to provide a detour.



Action 2025-WilnaT-03. Repetitive Loss Properties Mitigation

Lead Agency:	Floodplain Administrator	
Supporting Agencies:	Town Administration	
Hazards of Concern:	Flood, Severe Storm	
Description of the Problem:	Frequent flooding events have resulted in damage to residential properties. These properties have been repetitively flooded as documented by paid NFIP claims. The Town has two repetitive loss properties, but other properties may be impacted by flooding as well.	
Description of the Solution:	Conduct outreach to 10 flood-prone property owners, including RL/SRL property owners and provide information on mitigation alternatives. After preferred mitigation measures are identified, collect required property-owner information, and develop a FEMA grant application and BCA to obtain funding to implement acquisition/purchase/moving/elevating residential homes in the flood prone areas that experience frequent flooding (high risk areas).	
Estimated Cost:	TBD based on property	
Potential Funding Sources:	FMA, HMGP, match from property owners	
Implementation Timeline:	Within 5 Years	
Goals Met:	2, 5, 6, 7	
Benefits:	Eliminates flood damage to homes and residences, which creates an open space for the municipality and increasing flood storage.	
Impact on Socially Vulnerable Populations:	Removing homes from the floodplain immediately removes the risk to life and property. Socially vulnerable populations may be able to have houses elevated or acquired when it would otherwise be unaffordable.	
Impact on Future Development:	Increased outreach to homeowners within a flood prone area will limit construction in areas that are prone to hazard events. Homes may be acquired, which will remove those structures from the floodplain and prevent future development on those sites.	
Impact on Critical Facilities/Lifelines:	Removing structures from the floodplain decreases the demand on utilities and emergency services including health and medical, law enforcement, and search and rescue.	
Impact on Capabilities:	Removing the risk from the immediate floodplain via acquisition of properties will free up resources for search and rescue and other emergency operations as needed.	
Climate Change Considerations:	Climate change is likely to increase the frequency and severity of severe rainfall, flash flooding, riverine flooding, and coastal flooding from sea level rise and storm surge events. Removing structures from the floodplain will reduce the response and recovery costs as a result of these events and decrease the loss of human life as a result of these events. Elevating structures will reduce the recovery costs as a result of these events.	
Mitigation Category	Structure and Infrastructure Project	
CRS Category	Property Protection	
Priority	High	
Alternative	Action	Evaluation
	No action	-
	Levee around floodplain	Costly, not enough room



	Deployable flood barriers	Requires deployment. Residents may not have adequate time to deploy, especially those who are elderly or disabled.
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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-WilnaT-01.	Flood Study	1	1	1	1	1	0	1	1	1	1	1	1	1	1	13	High
Action 2025-WilnaT-02.	Depot Street Bridge	1	1	1	1	1	0	0	1	1	1	1	1	1	1	12	High
Action 2025-WilnaT-03.	Repetitive Loss Properties Mitigation	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)