

SECTION 8. PLANNING PARTNERSHIP

This section provides a description of the Westchester County’s HMP update planning partnership, their responsibilities throughout the planning process, and the jurisdictional annexes developed from their plan update efforts.

8.1 Background

The Federal Emergency Management Agency (FEMA) encourages multi-jurisdictional planning for hazard mitigation. All participating jurisdictions must meet the requirements of Chapter 44 of the Code of Federal Regulations (44 CFR):

“Multi-jurisdictional plans (e.g. watershed plans) may be accepted, as appropriate, as long as each jurisdiction has participated in the process and has officially adopted the plan” [Section 201.6a (4)].

For the Westchester County HMP update, a Planning Partnership was formed to leverage resources and to meet requirements for the federal Disaster Mitigation Action of 2000 (DMA) for as many eligible governments as possible. The DMA provides the following definition for a local government:

Any county, municipality, city, town, township, public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; any Indian tribe or authorized tribal organization or Alaska Native village or organization; and any rural community, unincorporated town or village, or other public entity.

Each participating planning partner has prepared a jurisdictional annex to this plan. These annexes, as well as information on the process by which they were created, are contained in this Volume 2 of this HMP.

8.1.1 Initial Solicitation and Letters of Intent

Westchester County Department of Emergency Services – Office of Emergency Management (WCDES-OEM) solicited the participation of all incorporated cities, towns and villages within the County at the outset of this project. Jurisdictions that expressed interest signed a “Letter of Intent” and/or an authorizing resolution committing their participation and resources to the development of the Westchester County HMP Update.

Table 8-1 lists those jurisdictions that elected to participate in the 2022 Westchester County HMP Update process, and have met the minimum requirements of participation as established by the County and Steering Committee:

Table 8-1. Participating Jurisdictions in Westchester County

Jurisdictions		
Westchester County	Town of North Salem	Village of Hastings-On-Hudson
City of Mount Vernon	Town of Ossining	Village of Irvington
City of New Rochelle	Town of Pelham	Village of Larchmont
City of Peekskill	Town of Pound Ridge	Village of Mamaroneck
City of Rye	Town of Rye	Village of Mount Kisco
City of White Plains	Town of Somers	Village of Ossining

Jurisdictions		
City of Yonkers	Town of Yorktown	Village of Pelham
Town of Bedford	Village of Ardsley	Village of Pelham Manor
Town of Cortlandt	Village of Briarcliff Manor	Village of Pleasantville
Town of Eastchester	Village of Bronxville	Village of Port Chester
Town of Greenburgh	Village of Buchanan	Village of Rye Brook
Town of Lewisboro	Village of Croton-On-Hudson	Village of Scarsdale
Town of Mamaroneck	Village of Dobbs Ferry	Village of Tarrytown
Town of New Castle	Village of Elmsford	Village of Tuckahoe
Town of North Castle	Village of Harrison	-

8.2 Planning Partner Responsibilities

The Planning Committee agreed to the following list of expectations:

- Review 2015 HMP goals and re-establish HMP update goals and objectives.
- Establish a timeline for completion of the HMP update.
- Ensure the HMP update meets the requirements of the DMA 2000 and FEMA and NYS DHSES guidance.
- Solicit and encourage the participation of regional agencies, a range of stakeholders, and citizens in the HMP development process.
- Assist in gathering information for inclusion in the HMP, including the use of previously developed reports and data.
- Organize and oversee the public involvement process and support outreach efforts in the community.
- Develop, revise, adopt, and maintain Volume I of the HMP update in its entirety and the local jurisdictional annex in Volume II.

As described in Section 7 (Plan Maintenance), the planning partnership is intended to remain active beyond the regulatory update to support plan maintenance. Regarding the composition of the Steering and Planning Committees, it is recognized that individual commitments change over time, and it will be the responsibility of each jurisdiction and its representatives to inform the HMP Coordinator of any changes in representation.

8.2.1 Jurisdictional Annex Preparation Process

As stated in the 2017 New York State Hazard Mitigation Planning Standards, jurisdictional annexes provide a unique, stand-alone guide to mitigation planning for each jurisdiction. The Westchester County HMP Update is organized so that there is an annex for Westchester County and for every jurisdiction within the County’s borders. Section 9 (Jurisdictional Annexes) includes an annex for every jurisdiction in Westchester County, including those that did not fully participate.

During the planning process, the nation, the State of New York, and Westchester County were facing the COVID-19 pandemic. The COVID-19 pandemic was declared a major disaster on March 20, 2020 (DR-4480). The Governor of New York issued a stay-at-home Executive Order beginning March 22, 2020, which remained in effect the duration of the planning process. With the stay-at-home orders in place, all meetings during the planning process were held virtually.

Annex Development

In order to facilitate update of the County and Jurisdictional Annexes, data from the 2015 Westchester County HMP annexes was transferred to a new, updated new annex format, developed to meet federal and state criteria. Clear instructions provided to the County and municipality. These instructions provided a basis to address the following:

- Document changes in capabilities and vulnerabilities
- Provide a current status of the 2015 HMP mitigation strategy
- Develop a new mitigation strategy to address identified issues and to increase community resiliency

The County invited all municipalities to participate in a municipal kick-off meeting held on July 20, 2021, to provide an overview of the planning process. Subsequently, the contract consultant distributed a suite of municipal-specific worksheets to each planning partner populated with carryover information from the 1015 plan and designed to provide intuitive guidance to updating key information required to develop the 2022 plan update. This was intended to assist each municipality in updating, integrating, and completing annex input. During this first round of data gathering, the consultant provided guidance upon request to municipal representatives regarding input of growth and development trends; planning, legal, fiscal, and regulatory capabilities; education and outreach capabilities; NFIP information and capabilities; areas of integration; and updating the 2015 mitigation strategy.

On September 22, 2021, the County convened a planning partnership meeting to review the relative risk assessment methodology and County-wide results to inform the municipal points of contact of the information to be reviewed, updated, or confirmed by each planning partner. The consultant distributed individualized risk ranking worksheets to facilitate the municipal review and adjusting of the initial results as needed. The consultant supported municipalities by interpreting results if needed and to provide context of how this supports the development of strong mitigation actions to reduce the impacts of the hazards of concern.

A mitigation workshop was held on October 13, 2021 to provide an overview of developing a strong mitigation strategy. Finally, the last round of support meetings held in October through November 2021 addressed the development of the updated mitigation strategy, the confirmation of sheltering, housing and evacuation route information, and confirmation of the risk ranking and other gaps in information in the draft municipal annexes.

Hazard Ranking Exercise

As noted above, the risk assessment and risk ranking for each jurisdiction was presented virtually on September 2021 in a meeting including discussion of the overall risk assessment for the hazards of concern. At this meeting, each planning partner was asked to review the ranked risk specific for its jurisdiction. Refer to Section 5.3 (Hazard Ranking) for the methodology of the hazard ranking process. The calculated ranking was presented to each jurisdiction, and they were asked to review the ranking and revised based on history of events, probability of occurrence, and the potential impact on people, property, and the economy. The objectives of this exercise were to familiarize the partnership with how to use the risk assessment as a tool to support other planning and hazard mitigation processes and to help prioritize types of mitigation actions that should be considered. Hazards that were ranked as *high* for each jurisdiction as a result of this exercise were considered to be priorities for identifying appropriate mitigation actions, although jurisdictions also identified actions to mitigate *medium* or *low* ranked hazards, as appropriate.

Mitigation Strategy Workshop

NYS DHSES attended and presented at a mitigation strategy workshop to Westchester County and its jurisdictions on October 13, 2021 as noted above. At this meeting, the consultant as well as FEMA and NYS

DHSES discussed the importance of developing strong mitigation actions as well as state requirements for the plan. The purpose of this workshop was to guide the planning partnership in completing this portion of the planning process and how projects that are well developed and documented are more quickly identifiable for selection when grants become available. Information regarding consultant support prior to and subsequent to the meeting is provided in the Annex Development section, above.

Municipal Support Meetings

In addition to the municipal kick-off meeting, municipal support meetings were held throughout October and November 2022. For municipalities that scheduled individual meetings, the consultant worked one-on-one with the planning partners to complete their jurisdictional annex. For the balance of communities, the consultant held three regional group meetings on November 1st (one each for Inland, Hudson River, and Long Island Sound communities) to guide the planning partners through the annex update process. Each section of the annex was discussed to ensure accuracy and completeness. This included, but not limited to, the following:

- Reviewing the calculated hazard ranking for the jurisdiction and provide input to adjust the ranking as necessary.
- Inspecting the list of critical facilities located in the jurisdiction and its exposure to the 1 percent and 0.2 percent flood hazard area. As required in the 2017 New York State Hazard Mitigation Planning Standards, critical facilities located in the Special Flood Hazard Area must document that critical facilities are protected to the 500-year flood event, or worst damage scenario. For those that do not meet this level of protection, the plan must include an action to meet this criterion or explain why it is not feasible to do so. By reviewing the list, the jurisdictions could identify additional mitigation actions related to the critical facilities found in the municipality.
- Identifying mitigation initiatives that have reasonable potential to be accomplished within the lifespan of the County HMP (five years), including both FEMA-eligible projects and those projects using funds from non-FEMA sources.

Jurisdictional Annexes

While the jurisdictional annex format is designed to document and assure local compliance with the DMA 2000 regulations, its greater purpose and function includes:

- Providing a locally-relevant synthesis of the overall mitigation plan that can be readily presented, distributed, and maintained.
- Facilitating local understanding of the community's risk to natural hazards.
- Facilitating local understanding of the community's capabilities to manage natural hazard risk, including opportunities to improve those capabilities.
- Facilitating local understanding of the efforts the community has taken, and plans to take, to reduce their natural hazard risk.
- Facilitating the implementation of mitigation strategies, including the development of grant applications.
- Providing a framework by which the community can continue to capture relevant data and information for future HMP updates.

Each jurisdiction's annex is intended to be a *living document* and will continue to be improved as resources permit. As such, its design is intended to promote and accommodate continued efforts to maintain the annex to be current and to improve the effectiveness of the annex as the key tool, reference, and guiding document by which the jurisdiction will implement hazard mitigation locally.

The following provides a description of the various elements of the jurisdictional annex.

Section 9.X.1: Hazard Mitigation Plan Planning Team: Identifies the hazard mitigation planning primary and alternate(s) contacts, the floodplain administrator, and additional contributors identified by the jurisdiction or who participated in the plan update. Further detail is provided in Section 3 (Planning Process) and Appendix B (Participation Matrix).

Section 9.X.2: Municipal Profile: Provides an overview and profile of the jurisdiction, including an identification of areas of known and anticipated future development and the vulnerability of those areas to the hazards of concern.

Section 9.X.3: Capability Assessment and Integration: Provides an inventory and evaluation of the jurisdiction's tools, mechanisms, and resources available to support hazard mitigation and natural hazard risk reduction. Within the municipal annexes, tables provide an inventory of the municipality's planning, regulatory, administrative, technical, and fiscal capabilities. Further, another table identifies the municipality's level of participation in state and federal programs designed to promote and incentivize local risk reduction efforts. *Integration of Hazard Mitigation into Existing and Future Planning Mechanisms* is provided within the capability assessment table to indicate how each planning mechanism can reduce risk. This annotated table indicates how the jurisdiction integrated hazard risk management into their existing planning, regulatory, and administrative framework (*integration capabilities*) and how they intend to promote this integration (*integration actions*). Further information regarding federal, state, and local capabilities can be found in the Capability Assessment portion of Section 6 (Mitigation Strategy).

- ***Evacuation, Sheltering, Temporary Housing, and Permanent Housing:*** Identification of evacuation routes, sheltering locations, and temporary and permanent housing solutions.

Section 9.X.4: National Flood Insurance Program (NFIP) Compliance: This section provides specific information on the management and regulation of the regulatory floodplain, including current and future compliance with the NFIP.

- ***National Flood Insurance Program (NFIP):*** Documents the NFIP as implemented within the jurisdiction. This summary was based on surveys prepared by or interviews conducted with the NFIP Floodplain Administrators for each NFIP-participating community in the county. This subsection identifies actions to enhance implementation and enforcement of the NFIP within the community.
- ***National Flood Insurance Program (NFIP) Summary:*** Provides NFIP summary statistics for the jurisdiction.

Section 9.X.5: Evacuation, Sheltering, Temporary Housing, and Permanent Housing: This section addresses evacuation routes, sheltering measures, temporary housing, and permanent housing which must be in place and available for public awareness to protect residents, mitigate risk, and relocate residents, if necessary, to maintain post-disaster social and economic stability.

Section 9.X.6: Growth and Development Trends: A breakdown of building permits given, within or outside of the regulatory floodplain and an identification of areas of known and anticipated future development and infrastructure and the vulnerability of those areas to the hazards of concern.

Section 9.X.7: Jurisdictional Risk Assessment: Provides information regarding each plan participant's vulnerability to the identified hazards. Full data and information on the hazards of concern, the methodology used to develop the vulnerability assessments, and the results of those assessments that serve as the basis of these local risk rankings may be found in Volume 1, Section 5 (Risk Assessment).

- **Natural Hazard Event History Specific to the Municipality:** Identifies hazard events that caused significant impacts within the jurisdiction, including a summary characterization of those impacts as identified by the jurisdiction. The documentation of events and losses is critical to supporting the identification and justification of appropriate mitigation actions, including providing critical data for benefit-cost analysis. This inventory of events and losses is a work-in-progress and will continue to be improved as resources permit. As such, the lack of data or information for a specific event does not necessarily mean that the jurisdiction did not suffer significant losses during that event.
- **Critical Facilities Flood Risk:** Identifies potential flood losses to critical facilities in the jurisdiction based on the flood vulnerability assessment process presented in Section 5 (Risk Assessment).
- **Hazard Risk Ranking:** Identifies and characterizes the broad range of hazards that pose risk to the entire planning area; however, each jurisdiction has differing degrees of risk exposure and vulnerability aside from the whole. The local risk ranking serves to identify each jurisdiction's degree of risk to each hazard as it pertains locally, supporting the appropriate selection and prioritization of initiatives that will reduce the highest levels of risk for each community.
- **Identified Issues:** Presents other specific hazard vulnerabilities as identified by the jurisdiction.

Section 9.X.8: Mitigation Strategy and Prioritization: Discusses and provides the status of past mitigations actions and status, describes proposed hazard mitigation initiatives, and prioritization.

- **Past Mitigation Initiative Status:** Where applicable, reviews progress of the jurisdiction's prior mitigation strategy, identifying the disposition of each prior action, project, or initiative in the jurisdiction's updated mitigation strategy. Other completed or on-going mitigation activities that were not specifically part of a prior local mitigation strategy would be included in this sub-section.
- **Completed Mitigation Initiatives Not Identified in the Previous Mitigation Strategy:** Other completed or ongoing mitigation activities that were not specifically part of a prior local mitigation strategy may be included in this subsection as well.
- **Proposed Hazard Mitigation Initiatives for the Plan Update:** Table 9.X-11 presents the jurisdiction's updated mitigation strategy. As indicated, applicable mitigation actions, projects, and initiatives are further documented on an Action Worksheet, which provides details on the project identification, evaluation, prioritization, and implementation process. Table 9.X-12 provides a summary of the local mitigation strategy prioritization process discussed in Section 6 (Mitigation Strategy).
- **Proposed Mitigation Action Types:** A Matrix Table of the proposed mitigation actions by hazard and FEMA and CRS Category.
- **Hazard Area Extent and Location Map:** Includes a series of maps illustrating identified hazard zones, and critical facilities. Further, these maps show areas of known or anticipated future development, as available and provided by the jurisdiction.

Section 9.X.8: Action Worksheets: Provides each municipality with a more developed starting point for project implementation should funding become available. Following NYS DHSES HMP Standards Guide, each municipality developed a minimum of two action worksheets. Workshops and additional meetings (in person, by email, or by teleconference) to complete the jurisdictional annexes were held with the Steering and Planning Committees throughout the planning process. In summary, all participating communities, and the County completed the planning partner expectations and annex-preparation process. Details regarding these meetings are described further in Sections 3 (Planning Process) and 6 (Mitigation Strategy). Completed jurisdictional annexes are presented in Section 9 (Jurisdictional Annexes).

8.2.2 Coverage Under the Plan

Of the planning partners identified during the planning process, 44 fully met the participation requirements specified by the Steering Committee. Planning partners not having met principal requirements including completion of the jurisdictional data collection worksheets, completion of the jurisdictional annex, or participation in workshops or individual support meetings. Those that did not meet the requirements will not be able to seek FEMA or NYS DHSES approval at the time of plan submittal nor will they be eligible to obtain FEMA mitigation grant funding. Those jurisdictions can choose to complete their annex and adopt at a later time, working with Westchester County and NYS DHSES to ensure completeness. Any non-participating local government within the Westchester County planning area can “dock” to this plan in the future following the linkage procedures defined in Appendix K (Linkage Procedures).

Table 8-2 lists the status of each jurisdiction, whether or not they submitted letters of intent to participate, and their ultimate status in this plan update. Appendix B (Participation Matrix) and Appendix C (Meeting Documentation) provide details on participation and meeting attendance.

Table 8-2. Jurisdictional Status

Municipality	Letter of Intent to Participate	Attended Workshops and/or Meetings?	Provided Update on Past Projects	Submitted Mitigation Actions for Current Plan	Seeking Approval for Adoption (meets requirements)
City of Mount Vernon	X	X	X	X	X
City of New Rochelle	X	X	X	X	X
City of Peekskill	X	X	X	X	X
City of Rye*	X	X	X	X	X
City of White Plains	X	X	X	X	X
City of Yonkers	X	X	X	X	X
Town of Bedford	X	X	X	X	X
Town of Cortlandt	X	X	X	X	X
Town of Eastchester	X	X	X	X	X
Town of Greenburgh	X	X	X	X	X
Town of Lewisboro	X	X	X	X	X
Town of Mamaroneck	X	X	X	X	X
Town of Mount Pleasant					
Town of New Castle	X	X	X	X	X
Town of North Castle	X	X	X	X	X
Town of North Salem	X	X	X	X	X
Town of Ossining	X	X	X	X	X
Town of Pelham	X	X	X	X	X
Town of Pound Ridge	X	X	X	X	X
Town of Rye	X	X	X	X	X
Town of Somers	X	X	X	X	X
Town of Yorktown	X	X	X	X	X
Village of Ardsley	X	X	X	X	X
Village of Briarcliff Manor	X	X	X	X	X

Municipality	Letter of Intent to Participate	Attended Workshops and/or Meetings?	Provided Update on Past Projects	Submitted Mitigation Actions for Current Plan	Seeking Approval for Adoption (meets requirements)
Village of Bronxville	X	X	X	X	X
Village of Buchanan	X	X	X	X	X
Village of Croton-On-Hudson	X	X	X	X	X
Village of Dobbs Ferry	X	X	X	X	X
Village of Elmsford	X	X	X	X	X
Village of Harrison (T/V)	X	X	X	X	X
Village of Hastings-On-Hudson	X	X	X	X	X
Village of Irvington	X	X	X	X	X
Village of Larchmont	X	X	X	X	X
Village of Mamoroneck	X	X	X	X	X
Village of Mount Kisco (T/V)	X	X	X	X	X
Village of Ossining	X	X	X	X	X
Village of Pelham	X	X	X	X	X
Village of Pelham Manor	X	X	X	X	X
Village of Pleasantville	X	X	X	X	X
Village of Port Chester	X	X	X	X	X
Village of Rye Brook	X	X	X	X	X
Village of Scarsdale	X	X	X	X	X
Village of Sleepy Hollow					
Village of Tarrytown	X	X	X	X	X
Village of Tuckahoe	X	X	X	X	X