

# *Village of Sidney* Conceptual Plan



**NY RISING  
COMMUNITY RECONSTRUCTION PROGRAM**

**October 31, 2013**

This document was developed by the Village of Sidney Planning Committee as part of the NY Rising Community Reconstruction (NYRCR) Program within the Governor's Office of Storm Recovery. The NYRCR Program is supported by NYS Homes and Community Renewal, NYS Department of State, and NYS Department of Transportation. Assistance was provided by the following consulting firms: Parsons Transportation Group of New York, Inc.; River Street Planning & Development, LLC; M.J. Engineering and Land Surveying, PC; and Synthesis, LLP.

# **Village Of Sidney**

# **CONCEPTUAL PLAN**

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## FOREWORD

The New York Rising Community Reconstruction (NYRCR) program was established by Governor Andrew M. Cuomo to provide additional rebuilding and revitalization assistance to communities damaged by Superstorm Sandy, Hurricane Irene, and Tropical Storm Lee. This program empowers communities to prepare locally-driven recovery plans to identify innovative reconstruction projects and other needed actions to allow each community not only to survive, but also to thrive in an era when natural risks will become increasingly common.

The NYRCR program is managed by the Governor's Office of Storm Recovery in conjunction with New York State Homes and Community Renewal and the Department of State. The NYRCR program consists of both planning and implementation phases, to assist communities in making informed recovery decisions.

The development of this conceptual plan is the result of innumerable hours of effort from volunteer planning committee members, members of the public, municipal employees, elected officials, state employees, and planning consultants. Across the state, over 102 communities are working together to build back better and stronger.

This conceptual plan is a snapshot of the current thoughts of the community and planning committee. The plans will evolve as communities analyze the risk to their assets, their needs and opportunities, the potential costs and benefits of projects and actions, and their priorities. As projects are more fully defined, the potential impact on neighboring municipalities or the region as a whole may lead to further modifications.

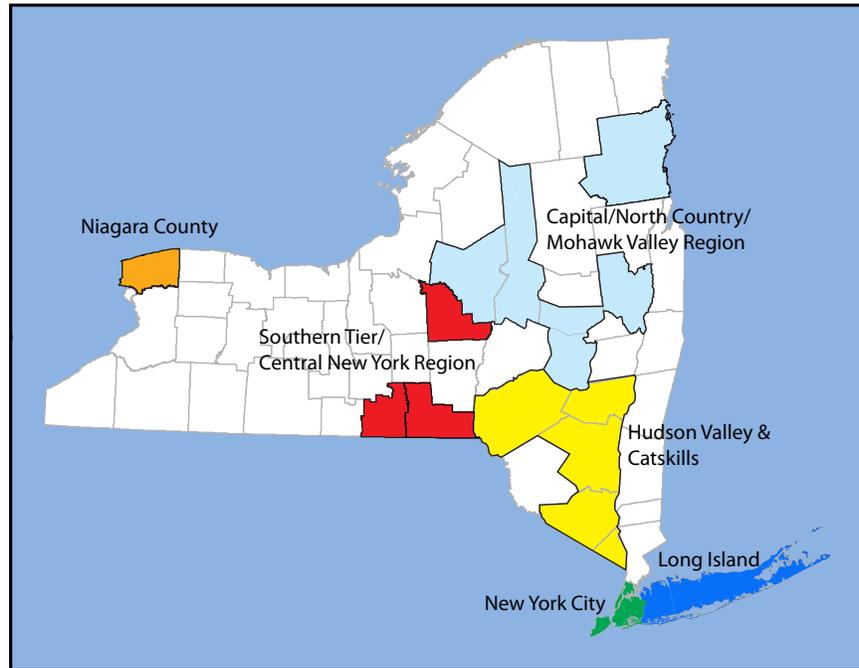
In the months ahead, communities will develop ways to implement additional strategies for economic revitalization, human services, housing, infrastructure, natural and cultural resources, and the community's capacity to implement changes.

Implementation of the proposed projects and actions found in this conceptual plan is subject to applicable federal, state, and local laws and regulations. Inclusion of a project or action in this conceptual plan does not guarantee that a particular project or action will be eligible for Community Development Block Grant – Disaster Recovery (CDBG-DR) funding. Proposed projects or actions may be eligible for other state or federal funding, or could be accomplished with municipal, nonprofit or private investment.

Each NYRCR Community will continue to engage the public as they develop a final plan for community reconstruction. Events will be held to receive feedback on the conceptual plan, to provide an understanding of risk to assets, and to gather additional ideas for strategies, projects and actions.

October 31, 2013

## NEW YORK RISING COMMUNITIES



Find out more at:

[StormRecovery.ny.gov/Community-Reconstruction-Program](https://StormRecovery.ny.gov/Community-Reconstruction-Program)

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# 1 Overview

## 1.1 PURPOSE

The New York Rising Community Reconstruction (NYRCR) program – launched earlier this year by Governor Cuomo and funded by the federal recovery dollars – is designed to empower communities that suffered significant damage in recent storms to create and implement locally-oriented strategies to rebuild and better prepare for future extreme weather.

Representing 102 communities across the state, NYRCR program steering committees are comprised of community leaders, experts, and officials who incorporate their community's unique needs into their redevelopment strategies. Communities have eight months to prepare and submit their plans. The communities will be eligible to share in more than \$500 million of funding made available through the federal supplemental appropriation the Governor worked with Congress to obtain earlier this year. The State will also award at least \$250 million of the State's FEMA-funded Hazard Mitigation Grant Program (HMGP) to New York Rising Communities to implement eligible projects contained in their community reconstruction plans.

## 1.2 PROCESS

When Superstorm Sandy struck on October 30, 2012, the Village of Sidney was already preparing a Long Term Community Recovery (LTCR) plan in response to Tropical Storm Irene and Tropical Storm Lee. Under the NYRCR Program, Sidney is expanding the scope of its LTCR plan to cover the planning process and required elements of the NYRCR Plan. Sidney is committed to working collectively with other Southern Tier communities to develop a regional plan that addresses their shared needs.



*Governor Andrew Cuomo speaking at the NY Rising Storm Recovery Conference.*



*The NY Rising Community Reconstruction Program offers professional planning support and project implementation funding to targeted communities.*

The process highlights the following areas of interest a NYRCR Plan must address:

- Economic development;
- Health and social services;
- Housing;
- Infrastructure systems;
- Natural and cultural systems;
- Socially vulnerable populations; and
- Other assets of community importance.

Tasks that Sidney will complete to prepare its NYRCR Plan include:

- **Vulnerable Populations.** Evaluate those who are often underserved and displaced in storm recovery. Vulnerable populations include people with disabilities, low and very low income people, the elderly, young children, the homeless, and people at risk of becoming homeless. The NYRCR Plan will enable planners to target outreach to these people and work with their advocates to develop a plan that is responsive to their needs.
- **Geographic Scope.** The geographic scope is the Village line with the addition of the Riverlea Farm property on Plankenhorn Road in the Town of Sidney and the Peckham Reservoir Dam in Chenango County.
- **Public Engagement Strategy and Approach to Community Meetings.** This task will be closely coordinated with the meetings under the LTCR planning process. A number of the tasks involved in public engagement have been completed, including the review of assets and risk and the development of a vision statement.
- **Vision Statement.** The Village has prepared a vision statement that addresses key issues, including capitalizing on assets, rebuilding in a resilient manner, and reducing future risk.
- **Community Asset Inventory.** Digital data sets provided by the State and Delaware County will be used to identify assets that are located within high risk areas (100-

year flood plain) and moderate risk areas (500-year floodplains). Each asset's information and attributes will be recorded in the asset inventory spreadsheet prepared and provided by the New York State Department of State (NYS DOS).

- **Risk Assessment Framework.** The risk assessment will build on existing data to determine each asset's risk score based on three factors: hazard, vulnerability, and exposure using the riverine risk assessment spreadsheet tool prepared by the NYSDOS. Maps will be prepared to graphically illustrate the location of assets in high and moderate risk areas.
- **Needs and Opportunities Assessment.** The needs and opportunities assessment will be completed based on existing data. The assessment will be focused on six FEMA recovery support functions: community planning and capacity building, economic development, health and social services, housing, infrastructure, and natural and cultural resources.
- **Identification of Reconstruction Strategies.** The strategies, projects, programs, and actions will integrate and, if necessary expand the goals and actions outlined in the LTCR plan and classify them according to the six FEMA recovery support functions.
- **Regional Planning Strategy.** A strategy will be developed to coordinate the efforts that will emerge from the proposed Southern Tier Regional Resiliency Plan. It will address the shared needs of the Susquehanna River communities and will be integrated into the LTCR Plan and NYRCR Plan by reference.
- **Implementation Schedule and Matrix.** A summary of implementation steps, schedule, and relative priorities will be prepared.

### 1.3. GEOGRAPHIC SCOPE

The NYRCR Plan's geographic study area includes the Village boundary and two other properties that are outside the Village: the Riverlea Farm property, located on Plankenhorn Road and in the Town of Sidney, and the Peckham Reservoir located in Chenango County (see Figure 1-1).

### 1.4 COMMUNITY OVERVIEW

Many American villages were founded at the convergence of two waterways, which provided pre-historic natives and early European settlers a highway through the surround forests, some level land among the hills, and a source of water and food. In the case of Sidney, early villagers built on the south side of the Susquehanna River, opposite the mouth of the Unadilla River, on the wide flat lands then called the Sidney Plains. The area was a floodplain composed of rich

deep soil formed by the rivers. By the time there were enough buildings clustered to make a village, locals had observed years of high water on the river and located their structures out of the area that tended to flood. A widespread flood occurred in 1936, causing extensive damage and hardship, but the village recovered, and eventually most residents ceased to worry about the darker consequences of their location by the scenic river.

Today Sidney is a small Village located on approximately two square miles in the foothills of the Catskill Mountains along the banks of the Susquehanna River. It is situated in the northwest corner of Delaware County, abutting both Chenango and Otsego Counties. Sidney is located at the junction of Interstate 88 and State Route 8, making the cities of Oneonta, Binghamton, and Utica accessible. The Village maintains a small airport, a police department, a volunteer fire department, and an emergency squad.

The Civic Center houses municipal offices and services. Most religious denominations are represented, and the community supports myriad service organizations and public interest groups. There is an AM-FM radio station, a weekly newspaper, and the high school operates a television station. The school district encompasses two Villages and parts of three others. The public library is chartered to service the school district's residents. Sidney has a population of 3,900 people, and is managed by a mayor, clerk, and board of trustees and is supported by the county with planning and economic development capabilities. Unemployment is above the state average and housing values are in decline. Manufacturing is its chief economic sector; one of its lead industries, Amphenol Aerospace Corporation, suffered heavy damage in Tropical Storm Lee.

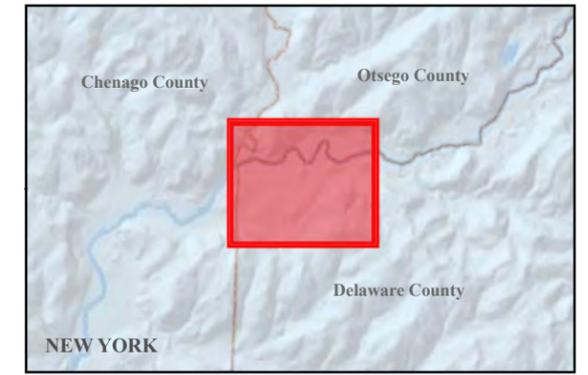
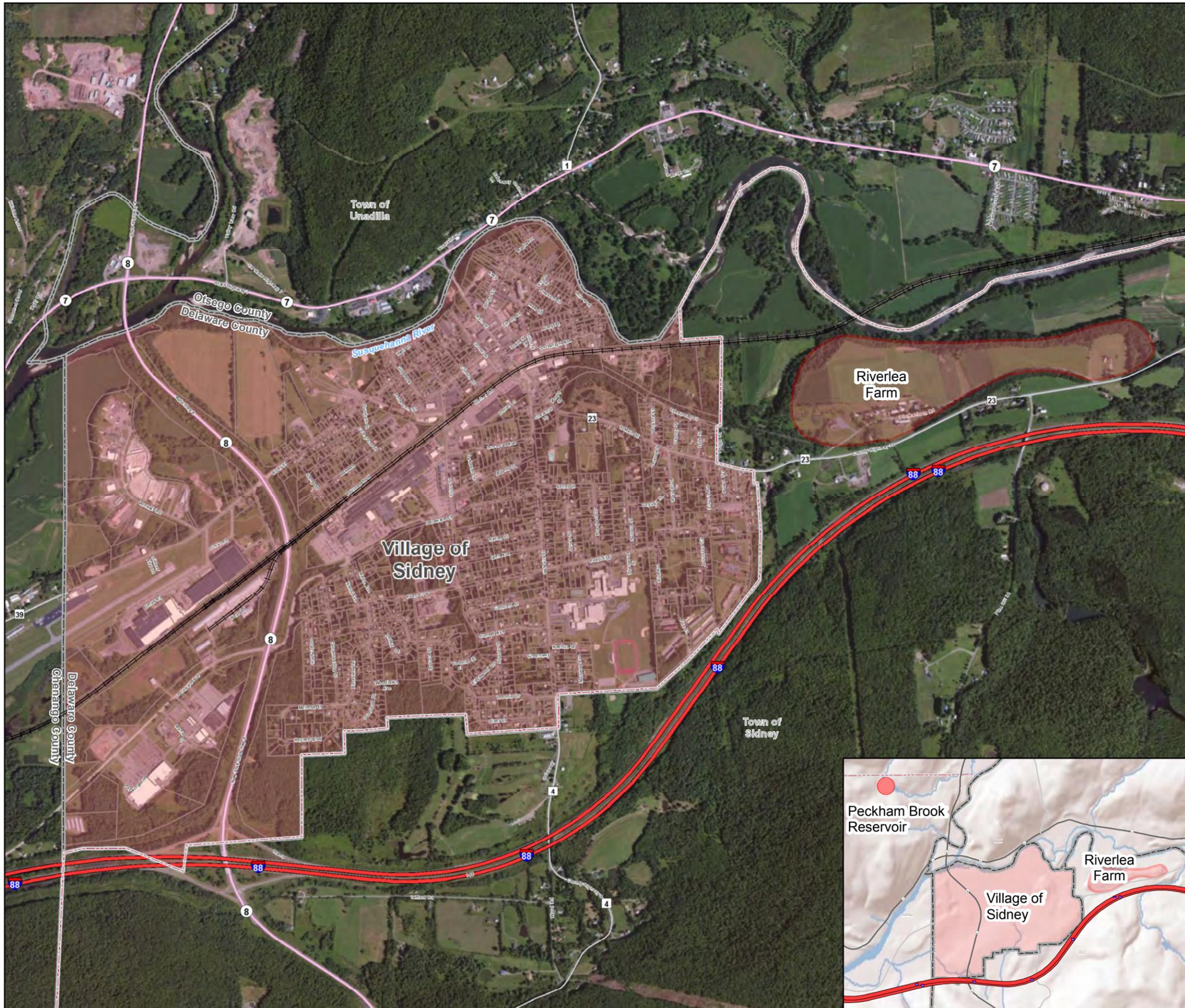
## 1.5 VISION AND GOALS

Building on the successful community engagement strategy, the public input, and the LTCR Project Advisory Committee's feedback, the Village prepared a vision statement, goals, and implementation actions to guide implementation of the NYRCR Plan.

The purpose of the actions outlined in this NYRCR Plan is to improve safety and quality of life throughout the Village. The Village's central concern is to protect existing property owners and people in floodprone areas. Tax base generation and job creation also are central goals. The plan focuses on multiple strategies that are essential to economic devel-

### **Sidney NYRCR Plan Vision Statement**

*Sidney is a progressive, dynamic and resilient place with the friendly feel of an historic, close-knit community. We embrace our waterways and make sustainable choices that protect our Village, our neighboring communities, and our region. Our green waterfront reduces future risks while offering entertainment, culture, arts, and recreation. The Village's vibrant downtown, flood-safe neighborhoods, and social support systems appeal to everyone, young and old. Sidney is a strong community devoted to family, fostering businesses, and working together to face any obstacle.*



Key Map

Legend

 CR Plan Study Area

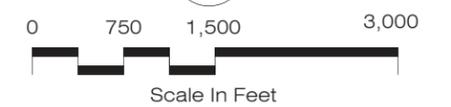
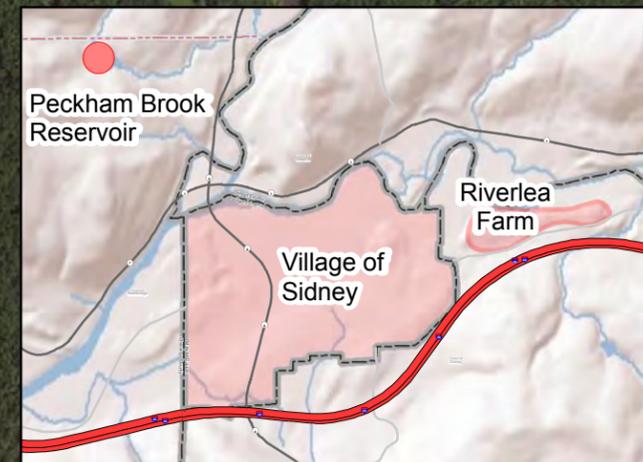


Figure 1.1  
Geographic Area



opment, including business retention, expansion, recruitment, and tourism industry development. Taken as an integrated series of actions, including the new business incubator, relocation of the main Amphenol Aerospace plant, potential for waterfront entertainment development, and Main Street revitalization, the potential for job creation and tax base enhancement is high. Between the potential Susquehanna Riverside Entertainment District development and the Main Street revitalization, Sidney can also begin to attract a visitor base with additional discretionary spending potential.

The NYRCR Plan is guided by goals for Sidney’s recovery and reconstruction. The following goals are general statements that express the ideal ends toward which the planning effort is directed.

- Build resiliency measures into all community plans and policies.
- Achieve maximum level of protection for all residents from extreme storm events.
- Ensure business continuity following natural disasters.
- Provide comprehensive support to all residents in extreme storm events.
- Educate property owners about the emergency response plan and methods to make individual properties flood safe.
- Employ all reasonable techniques to mitigate impact and damage from extreme weather events with focus on environmentally sustainable green infrastructure.
- Create a stable tax base by retaining residents and supporting growth of all local businesses, large and small.

## **1.6 SUMMARY OF STORM DAMAGE**

### **1.6.1 The Susquehanna River and Tributaries**

From its origin at Otsego Lake in Cooperstown, New York, the Susquehanna River flows for over 440 miles, making it the longest river on the American east coast, the 16th longest in the United States, and the longest river in the country that is not commercially navigable. With an average daily volume of 22 billion gallons of water, the Susquehanna is the largest contributor of fresh water to the Chesapeake Bay. The river drains 27,500 square miles, including nearly half of the land area of Pennsylvania. In New York, it is the outlet for most of the rivers and streams in the Southern Tier where its watershed extends 4,500 square miles. The tributaries flowing into the Susquehanna in Sidney, including Weir Creek, are steeply elevated. In flood events, they carry high volume at significant velocity, creating potential for life threatening flash flooding. As

the tributaries hit the Susquehanna River they cause a ponding condition that limits the ability of streams to handle the flow of water from the draining watershed. The Susquehanna River Basin Commission calls the Susquehanna “one of the most flood-prone watersheds in the nation.”

Hurricane Sandy was predicted to bring heavy rain and flooding to the upstate area, including Sidney; however, it veered eastward and dropped only moderate rainfall in the upper Susquehanna basin. Until Tropical Storm Lee, flooding produced by the rain from Hurricane Agnes (1972) was the benchmark for flooding in the Susquehanna Basin. Tropical Storm Lee is now established as the worst flood of record for the Southern Tier of New York and portions of northeast Pennsylvania. Twelve river forecast point records were broken. Many people and properties in Sidney remain in harm’s way today. The Sidney LTCR Plan and emerging NYRCR strategies chart a course to safety and prosperity for a more resilient future. It reflects difficult choices the Village is making about relocating some residences and businesses out of the floodplain permanently and replacing those with uses that are designed to flood periodically and recover without serious damage.

### **1.6.2 Flood of 2006**

After 70 years with minimal flooding, Sidney was inundated by a serious flood in 2006. The area was in near drought conditions prior to June 2006. A series of 1-inch rains occurred during early and mid-June 2006, saturating the soil and bringing the stream and river levels up to a bank full condition. In the last week of June a storm front stalled over the region for a week, dropping a record-breaking 8-14 inches of rain over the upper Susquehanna Basin. Past high water levels were surpassed and new records set. The nearest USGS stream gauges on the Susquehanna River were at Unadilla (upstream of Sidney) and Bainbridge (downstream). Both gauges showed river levels that exceeded previous records. The record crest at Unadilla dated from 1936, and the 2006 crest surpassed it by more than 1 foot; the record crest at Bainbridge was set in 1914 and the 2006 flood surpassed it by just under 4 feet.

As the Susquehanna River Basin Commission reported in its January 2007 summary of the June 2006 Flood: “Preliminary results from the U.S. Geological Survey (USGS) indicate that discharges along the Susquehanna River in New York were greater than the 100-year flood and in some locations exceeded the 500-year flood — breaking long-standing records in several locations by as much as four feet.”

At Sidney, the Susquehanna’s flow was augmented by the flooded Unadilla River, and the combined waters spread over the Village. Downtown Sidney between the railroad tracks and the river was evacuated as the waters rose. The flooding was the deepest and the damage the worst on Willow, Maple, Oak, Winegard, Bridge, and River Streets. Many commercial buildings in the Main Street business district were flooded to 3 feet above the ground floor elevation. Much of the Sidney Industrial Park was under water, as was Sidney’s largest employer, Amphenol Aerospace.

Emergency response was complicated by flooding of the main fire station, the police station, and the EMT headquarters.

The 2006 flooding was devastating, but many saw it as a once in a lifetime event since it had been approximately 70 years since the last big flood.

### **1.6.3 Flood of 2011: Tropical Storm Irene and Tropical Storm Lee**

Just five years later, before some businesses and residents fully recovered from the 2006 flood, and before the proposed mitigation strategies that grew out of that flood were implemented, the area again flooded. In late August 2011, Tropical Storm Irene brought 4-6 inches of rain. On August 28, 2011 a County-wide state of emergency was declared, but the serious flooding occurred in other parts of Delaware County, not in Sidney. However, two days after Delaware County closed down the Emergency Operations Center set up to handle Tropical Storm Irene, it was reopened as Tropical Storm Lee headed for the area. Heavy rain fell over the whole County the night of September 6, 2011, and by the time it stopped the combined storms had dropped totals of 8-12 inches of rain over the western part of Delaware County. The Tri-Town News banner headline for its September 15, 2011 issue was “Flood Makes its Return in 2011” and their lead was “It couldn’t happen again – but it did.”

The initial damage and flooding in Sidney came on September 7, 2011 from flash flooding of the smaller streams and tributaries, especially Weir Creek, which runs steeply down through the hillside neighborhoods south of the railroad, flowing under Delaware Avenue just east of the Amphenol Aerospace plant. Weir Creek’s natural channel had been altered to make a 90-degree turn west along the edge of the Amphenol site, which fills its former floodplain. Flash flooding overwhelmed the channel and flooded Amphenol Aerospace’s parking lot quickly. Operations were shut down as the plant filled with 4 feet of water. Shelters were opened at Sidney Middle School and St. Luke’s Church where first evacuees spent the night on September 7. Weir Creek and other tributaries were overwhelmed and flooded their banks, washing out roads and culverts, and flooding many homes and businesses. The Susquehanna River eventually flooded its banks again when the tributaries began to drain and overwhelmed the main stem due to a narrowing of the river over time. Once again, the quantity of water that fell overwhelmed the valleys and infrastructure (bridges) and then created a series of pinch points that did not allow the water to drain through its flood plains.

A county-wide state of emergency and curfew were declared overnight. Sidney schools did not open on September 8th. As the Susquehanna was still rising and predicted to pass flood stage by mid-day, neighborhoods near the river were evacuated. Hundreds of people spent the night in the shelters at the Moose Lodge, the Middle School, and St. Luke’s Church. The Red Cross brought in supplies and water. Electricity was cut off to flooded areas, which included much of the Sidney Industrial Park across Route 8 to the west. Areas unaffected by the floodwaters had no

power due to flooding of the substations.

As in 2006, fire, police, and emergency services were hindered by flooding in their facilities. Operations and equipment were moved to the very small secondary station at East Main Street and Beale Boulevard. By September 9th, local emergency services began getting much needed support and relief from other parts of the County less affected by the storms.



*Sidney Fire Department personnel survey flooded neighborhood.*

The Susquehanna crested on September 11th, but because Tropical Storm Lee affected a large area and downstream flooding was heavy, the river was slow to recede. Emergency services turned to de-watering and damage assessment. Village officials estimated that more than 422 buildings were flooded, and floodwaters sat in some areas for as much as a week before receding. The worst hit were approximately 100 properties west of Union Street and north of the railroad, although many properties east of Union Street were flooded as well. Basements of Main Street businesses were flooded, but the water did not reach into the first floors as it had in 2006. Flooded properties included most of the industrial park, the main Fire Station, the Sidney Credit Union, the Village water treatment plant, the NYSEG substation, and, again, the county's largest employer, Amphenol Aerospace.

Electrical service was restored to most areas by September 12th, when the Village's state of emergency was lifted, but a few areas remained without power for a week, and some businesses that did not flood still took significant losses due to days without power. The school and hospital were unaffected by flood waters and the Village Hall and library had water in the basement. The bridge on State Route 8 washed out, limiting access to and from the Village. Churches had water in the basement and the firehouse/ training center had 2.5 feet of water on the main floor. The wastewater treatment plant flooding caused the holding tanks to overtop and suffer some damage. Mead Westvaco (ACCO) was unaffected by the floodwaters but was left without secondary access to the plant, which caused a loss of production.

#### 1.6.4 Economic Impact of the Flood: Amphenol Aerospace

Amphenol Aerospace did not resume full operations in Sidney for two months after the 2006 flood. The company calculated it took a loss of \$20 million in damages and lost revenues.

Amphenol worked with local and state officials to secure funding for flood prevention measures, and in 2008 received a \$1.2 million grant from New York State through the Delaware County Economic Development Agency. The grant was focused on construction of a system of berms and walls to be constructed in three phases. Following the Corps of Engineers' studies in 2009 and 2010, this plan was determined to be of limited impact and significant cost and it was not moved forward, although some limited berms were installed. The intense rainfall of September 2011 overwhelmed mitigation measures, and Amphenol again sustained losses of around \$20 million. The day after the 2011 flood, while much of the Village was still under water, Amphenol officials told the Mayor they would be moving the plant to a flood-safe location, possibly out of state. While still dealing with the state of emergency, Village officials began working with county, state, and federal representatives in trying to keep Amphenol's 1,200 jobs in Sidney.

Local officials and citizens worked to find a "high and dry" site for a new Amphenol plant in Sidney, while state representatives worked to secure incentive funds to encourage Amphenol to stay. By the end of November, Governor Cuomo committed the state to providing a \$20 million "business assistance and retention" package and Amphenol announced it would stay in Sidney. On November 30, 2011, Governor Cuomo announced that "Funding will be directed to the Delaware County Industrial Development Agency and will help offset costs associated with site acquisition, building construction, extension of a natural gas line to both the existing facility and new facility, and construction of a levee around the existing plating facility. The incentive package is being funded by Empire State Development, Empire State New Market Corporation, and New York State Homes and Community Renewal's Office of Community Renewal."

In 2013, Delaware County Industrial Development Authority received a grant for \$4.3 million in disaster aid from the federal Economic Development Agency earmarked for development of a new flood-safe site for high-tech industry, particularly Amphe-



*Flooding at the Amphenol Aerospace plant.*

nol. From the April 13, 2013 article about the grant in the Binghamton Press & Sun Bulletin: “This investment would make up 80 percent of the costs to purchase a new shovel-ready site to build Amphenol’s new manufacturing facility in a nearby flood-proof area. Work on the new site would include new storm water and filtration systems, sewer and water extensions, and an upgrade to the electrical system.” “Without the financial assistance from the Economic Development Administration, the IDA would not be able to make the infrastructure investment necessary to keep Amphenol in Sidney,” said Glenn Nealis, director of Delaware County Industrial Development Agency.” Construction was started on the new plant in May 2013, with completion expected in May 2014. Following that announcement Amphenol constructed a temporary berm around the parking lot area at its existing plant.

### **1.6.5 Economic Impact of the Flood: Commercial and Industrial Businesses**

Only a handful of businesses failed to recover and reopen after the floods. Losses were sustained and continue to affect the local economy. Flooding in the Industrial Park has had a detrimental effect on any new investment. Huffs Ice Cream distributor had massive losses from flooding and an extended power shutdown in both 2006 and 2011. Since then, the company rebuilt with waterproof and mold-proof plastic infrastructure, yet other developable lots remain vacant. Industrial property owners report they need to feel confident that a flood mitigation plan is in place and working before they commit funds to maintain or expand their investments. Property owners on Main Street say they are reluctant to spend money to maintain and upgrade buildings that have flooded twice. As a result, Sidney’s downtown is in limbo and tipping toward disinvestment rather than revitalization, although it did secure designation as a State Historic District in the spring 2013.

## **1.7 SUMMARY OF RELEVANT EXISTING PLANS AND STUDIES**

As part of the planning process, the team reviewed existing plans and studies, including:

- Delaware County All Hazard Mitigation Plan 2012.
- Long Term Plan for Recovery and Resilience. Village of Sidney, New York. September 3, 2013.
- Tri-Town Area Economic Development Region Planning Project for the Village and Town of Bainbridge, Village and Town of Sidney, and Village and Town of Unadilla. 2001.
- U.S. Army Corps of Engineers Village of Sidney Flood Risk Management Study. 2010.

- U.S. Army Corps of Engineers Village of Sidney Hydrologic Study for Weir Creek. 2008.
- U.S. Army Corps of Engineers Village of Sidney Weir Creek Study. 2009.
- U.S. Department of Commerce National Oceanic and Atmospheric Administration: Remnants of Tropical Storm Lee and the Susquehanna River Basin Flooding of September.
- United States Department of Agriculture Sidney Tributaries South Central RC&D Project Environmental Assessment of Resources and Related Problems. 1977.
- Upper Susquehanna River Basin, NY: Flood Risk Management and Watershed Assessment. 2010.
- Village of Sidney Codes and Zoning Ordinance.
- Village of Sidney Comprehensive Action Plan. 2002.
- Village of Sidney Downtown Strategic Plan. 2003.

## 1.8 CRITICAL ISSUES

The U. S. Army Corps of Engineers completed hydrologic and hydraulic modeling studies in 2008, 2009, and 2010 that evaluated measures to protect the Village of Sidney as a whole from the 1 percent annual event (100-year flood). Thirteen different measures were evaluated. The construction of a flood wall was concluded to be a potentially viable measure to protect the Village as a whole, although it was not cost-effective at full build out. On the other hand, components of the floodwall system, taken on their own, may provide protection to certain Village neighborhoods, including those in the North End, the area east of Union Street and the industrial park.

Since the studies were completed, a considerable number of buyouts have occurred and Amphenol Aerospace decided to relocate its main plant to higher ground. In light of these changes in land use, it will be necessary to reevaluate and model the potential benefits of the floodwall option to the selected neighborhoods. The Village plans to work with the Corps of Engineers to complete an evaluation of neighborhood-specific flood mitigation measures and advocate actively for those that would safeguard existing neighborhoods.

FEMA recently informed the Village that 240 additional properties in the most vulnerable neighborhoods are being classified as “repetitive loss,” requiring owners to elevate their homes

or pay significantly higher flood insurance premiums, the annual cost of which could be half the market value of the home, leading to significant property abandonment. In addition, many properties in the most affected neighborhood are in the approach to the Sidney Airport and cannot be elevated due to building height restrictions.

After considering the U.S. Army Corps of Engineers' studies, damage estimates, and climate change predications from the ClimAid study, the Village decided to evaluate alternate locations for its most vulnerable neighborhoods. This project is the first step in a coordinated plan of actions to increase the Village's resilience by:

- Creating public/private financial subsidies and incentives to relocate residents (many seniors, veterans, and low/moderate income households) from high hazard areas to the flood-safe neighborhood.
- Acquiring, through the HMGP or Community Development Block Grant-Disaster Recovery (CDBG-DR) municipal buyout programs, all residential properties in the high risk hazard area adjacent to the River and Weir Creek.
- Constructing a green infrastructure system and constructed mitigation measures if appropriate to detain and manage floodwaters on land adjacent to the Susquehanna River and Weir Creek vacated by relocations.
- Designing hazard mitigation measures that will reduce base flood elevation for the Main Street corridor to the degree that flooding is restricted to the basements of buildings, and, over time, shifting the core south of the railroad tracks to higher ground.

# 2

## Assessment of Risk and Need

### 2.1 DESCRIPTION OF COMMUNITY ASSETS AND ASSESSMENT OF RISK

#### 2.1.1 Description of Assets

One purpose of the NYRCR Plan is to ensure that Sidney's existing assets and new construction are more resilient in the face of future flooding. To address this objective, an inventory of Sidney's assets that have been affected by flooding and those assets that could be affected has been prepared by the planning team for consideration by the NYRCR Steering Committee. As shown on Figure 2.1, these assets are located within either the 100-year flood plain (high risk area) or 500-year flood plain (moderate risk area). Depending on its function, each asset was placed in one of six categories: economic, health and social services, housing, infrastructure, natural and cultural resources, or socially vulnerable populations.

#### 2.1.2 Assessment of Risk to Assets

The January 2013 update to the Delaware County Hazard Mitigation Plan states that within the Village, 262 properties with 1,176 residents are located within the current 1 percent (100 year) flood hazard zone, and another 278 properties with 1,512 residents are within the 0.2 percent (500 year) zone. Even more properties and residents than these are impacted and require evacuation because they are surrounded by flood zones and end up as isolated islands of higher ground completely cut off from emergency services by surrounding floodwaters. The Hazard Mitigation Plan calculates that the percentage of the population likely to be displaced by a 1 percent storm is 42 percent, and in the 0.2 percent storm, 45 percent. The estimated losses in building stock and contents total \$130 million (1% event) and \$155 million (0.2% event). As of September 2013, FEMA identified 240 properties in the Village as "Repetitive Loss" properties, meaning those that have received two or more claim payments of more than \$1,000 from the National Flood Insurance Program within any rolling 10-year period. These properties are not eligible for future FEMA assistance unless they are elevated above the base flood elevation. As of August 2103, 31 residential properties in the flood zone were proposed for FEMA buyouts and 13 for elevation above the base flood elevation.

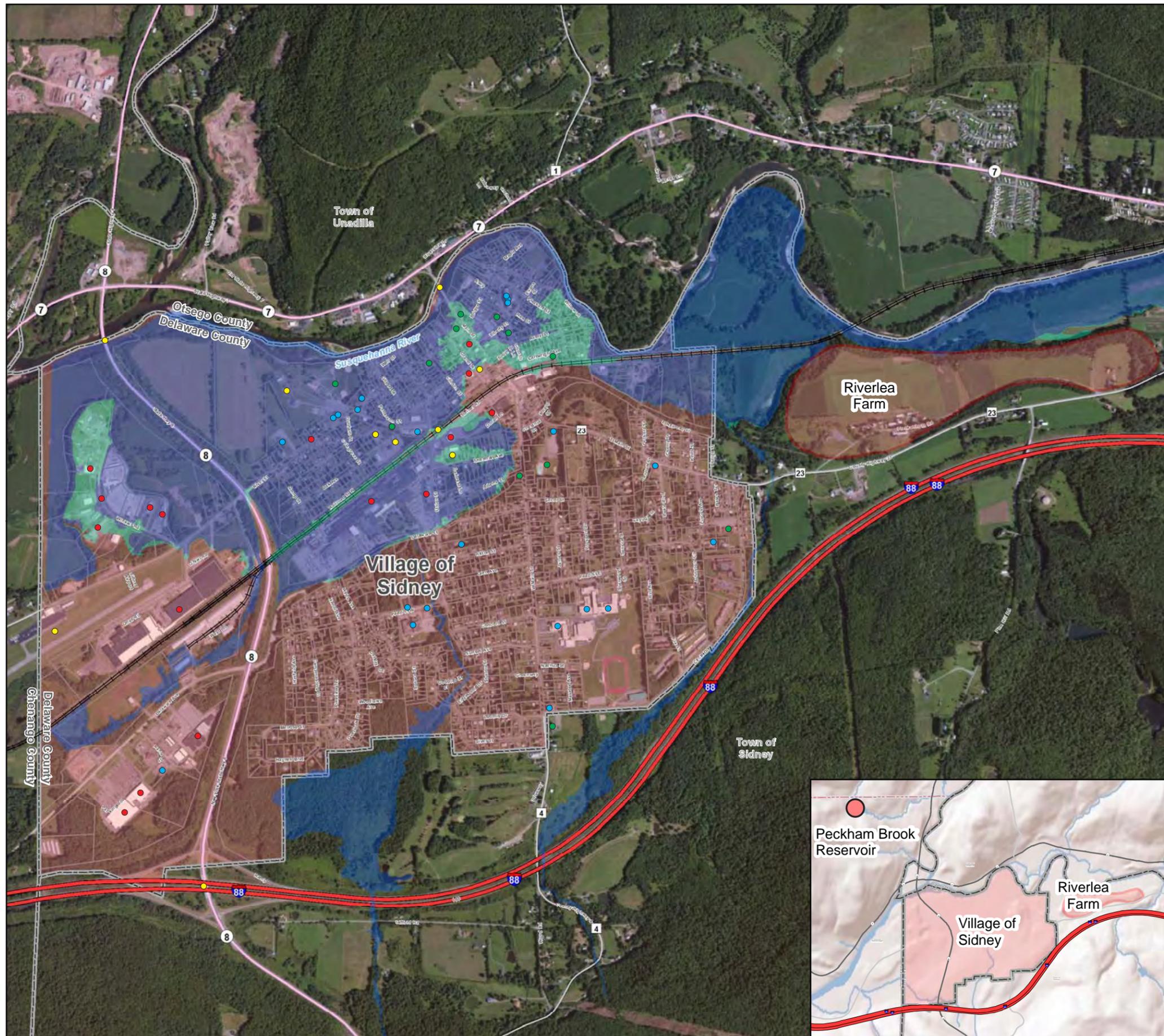
Most of the Village's critical facilities are also located within the flood zone, including the police station, main fire station, fire training facility, Emergency Center, local health services, and Village municipal offices. There are 12 utilities located in the flood hazard zones, including

the water treatment plant, two municipal drinking water wells, two electric substations, the radio station, and a pump station.

The Village of Sidney sustained extensive damages from flooding during June 2006 (the record crest for the Village), and again in September 2011 (the second highest crest on record for the Village). Flood damages from these events were primarily associated with the Susquehanna River, although Weir Creek floodwaters did affect a major business and residences during both events.

**Flood Hazard Risk from the Susquehanna River.** The following bullets summarize the risks resulting from flooding of the Susquehanna River.

- A substantial part of the Village was built in what is now the Susquehanna's 1 percent annual chance (100-year) floodplain. Approximately 1,176 residents live within the 1 percent annual chance (100-year) floodplain and 1,512 residents live within the 0.2 percent annual chance (500-year) floodplains, representing 28.9 percent and 37.2 percent of the Village's population, respectively.
- The design of the NY Route 8 roadway elevation and bridge over the Susquehanna River restricts flood flows, backing up water into the Village.
- At the peak of the 2006 flood, water went over NY Route 8 at two locations: near the junction of NY Route 8 and NY Route 7 (through the vacant lot north of NY Route 7 and then across NY Route 8 in the vicinity of the Hess gas station); and at the intersection of NY Route 8 and River Street. This indicates that these spots are critical to moving floodwater downstream during large events. Restrictions to the flow of floodwaters placed in these areas could potentially raise flood heights in the Village. This is complicated because the lot north of NY Route 7 is outside of Delaware County and the Village of Sidney.
- The Village boundary is at riverbank (Delaware County and Town of Sidney extend to centerline), creating a jurisdictional issue with regard to stream management.
- Main Street bridge restricts flood flows and raises flood heights upstream.
- The U.S. Army Corps of Engineers Flood Risk Management Analysis shows that more than 50 percent of conveyance capacity was lost due to upstream sediment and debris deposition.
- Channel migration and bank erosion occurred upstream of the Village.



Key Map

Legend

- Economic
- Health and Social Services
- Housing
- Infrastructure
- Natural and Cultural Resources
- Socially Vulnerable Populations
- High Risk (100-Year Flood Plain)
- Moderate Risk (500-Year Flood Plain)

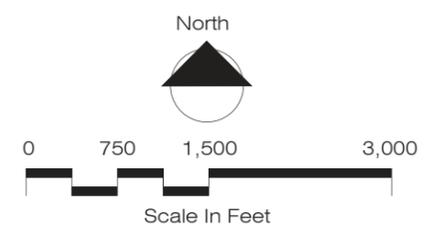


Figure 2.1  
Assets and Risk



- Overall channel characteristics include deposition islands and negative slope.
- Sidney Fire Department's main station on River Street is located in the floodplain.
- The Sidney Police Station is located in the floodplain.
- Main Street businesses are located in the floodplain.
- The industrial park is located in the floodplain.
- The Civic Center, which houses the municipal offices of the Town and Village of Sidney, is located in the floodplain.
- The soon-to-be-vacated Amphenol Aerospace manufacturing facility are located in the floodplain (note there is no plan to move the plant's adjacent metal plating facility at this time).
- Utilities located in the floodplain include the wastewater treatment plant, electrical substation, drinking water wells, and telephone company/telecommunications infrastructure.

**Flood Hazard Risk from Weir Creek.** The following bullets summarize the risks resulting from flooding of Weir Creek.

- The D&H railroad bed creates a barrier for Susquehanna River floodwaters near the Amphenol complex.
- During high flood events, flap gates closed under the railroad bed to protect areas on the south side from Susquehanna floodwaters. In 2006 and 2011 this led to interior drainage issues from Weir Creek.
- Damage from Weir Creek is limited primarily to the Amphenol property and residences along Sherman, Adams, and Union streets. These residential streets are targets for HMGP buyout program and Village-supported relocation planning.
- Gravel and debris deposit at the Delaware Avenue Bridge.
- Erosion is evident along Weir Creek at the Amphenol property.

**Communications.** The following bullets summarize the risks to communications systems.

- Communication between the Village/first responders and the public.
  - Lack of public awareness/understanding of what disaster warnings mean and what residents should do when they are issued.
  - Need for enhanced direct communication, including audible warning system and reverse 911.
- Communication between the Village, Police, and Fire/EMS:
  - Radio interoperability (e.g., Village/Police use high-band, but Fire/EMS use mostly low-band, although they have high-band capability)

**Power Supply.** The following bullets summarize the risks to electrical power supplies.

- The following facilities lack back-up power supplies:
  - Police station.
  - River Street fire station and MacDonald Hose Company fire station.
  - Civic Center.
  - Public Works facility.
- Power outages shut down traffic signals diverting police from other duties to direct traffic at intersections.

**Other Hazards.** The following bullets summarize the risks to other assets and systems.

- Lack of sheltering capacity for people and pets.
- Back-up water supply for the Village.
- Aging dams and spillways at Peckham and Pine Hill reservoirs.
  - Both dams and spillways were damaged from the June 2006 flooding.
  - Supply lines must cross Unadilla and the Susquehanna River.

- Supply lines are vulnerable to bed scouring and debris.
  - There are no valves to isolate a break in Unadilla crossing without cutting off supply to several users.
  - Dam failure combined with a major flood event could affect four structures along NY Route 8 and travelers on the highway.
- Ice storms resulting in downed trees that block roads and take out utility lines.
  - Lake-effect snows in this part of Delaware County are considerably higher than in the southern and eastern parts of the county.
  - Underground fuel tanks and other potential groundwater contamination risks.
  - Antiquated airport landing system.

## **2.2 ASSESSMENT OF NEEDS AND OPPORTUNITIES**

Resilience in the face of natural disasters is largely the result of the physical scale of the disaster and the socioeconomic conditions of the impacted community. Understanding Sidney's demographics, especially issues related to vulnerable populations, is central to rebuilding in a resilient way. Issues facing Sidney are summarized as follows:

- Sidney has a significant percentage of low- and moderate-income residents and residents living below the poverty line. This limits the Village's ability to absorb losses and enhance resilience to hazards. Wealth makes communities more resilient and speeds recovery more quickly due to insurance, savings, and social safety nets. In some measure, this is a function of the fact that many households are living on retirement and Social Security incomes. These low income figures make it difficult to attract additional retail outlets to the Village, given the limited spending potential and may make it more difficult for existing businesses to snap back after disasters.
- The Village's considerable percentage of female heads of households can challenge recovery, since these women often earn lower wages and have family care responsibilities. The households are vulnerable to losing time and money caring for children when daycare facilities are affected. Large families, an increasing population group in Sidney, often have limited finances to outsource care for dependents of various ages, including elderly and disabled family members.

- While housing is inexpensive relative to other parts of the nation, the housing stock is older and may require upgrades to meet current needs, as well as needing maintenance and repairs. The value, quality, density, and age of Sidney's residential construction affect potential losses, recovery, and likelihood that owners will rebuild. The location of some of the most affordable housing in the 100-year floodplain makes these residents more at risk for personal and financial loss and isolation from community services and health care during immediate relief efforts.
- A high percentage of Village renters who are cost burdened may lack access to information about financial aid during recovery. In some cases renters may lack sufficient shelter options when housing becomes uninhabitable or too costly to afford, forcing them to look for temporary shelter outside of the Village and increasing the likelihood that existing multi-family structures will remain vacant and underutilized.
- Those people living in poverty (17% of Sidney's population) who are dependent on social services are already economically and socially marginalized and require additional support in the post-disaster period. Special needs populations (infirm, mentally or physically disabled, homeless), are disproportionately affected during disasters.
- Growing numbers of vulnerable seniors, some with physical or mental impairments and many lacking private transportation, are especially vulnerable and require a higher level of care during recovery. In light of the number of senior residents, the age of the housing stock, and the high cost of housing, development of affordable senior housing would benefit the community. The benefit would be three-fold: first providing affordable independent living, second, providing some measure of assisted living, and third, creating additional residential tax base to uses that are resilient and sustainable community resources over the long term.
- The Village population is well educated, with 91.1 percent of persons holding a high school diploma or better. Many residents attended college or hold an Associate degree, although the percentage of persons with a Bachelor's degree is low compared to State and national figures. A well educated population often has the skills and resources to recovery more quickly from natural disasters.
- Potential loss of employment, days of operation lost, lack of access to facilities all threaten the ability of companies to maintain production following a disaster and exacerbates Sidney's already high unemployment rate, contributing to a slower recovery from the disaster. The population is declining slowly and the percentages of

persons in the working age groups are low relative to state and national figures. The percentage of seniors is well above national norms. The labor supply in the Village itself is limited. The unemployment figure for the Oneonta Metropolitan Statistical Area is 7.3 percent, which would indicate some availability of labor. However, that may be somewhat misleading because of the lower percentage of working age persons and the high percentage of seniors (retirees) in Sidney. Any additional pressure on the workforce puts more residents at risk of temporary or permanent job loss.

- The Village is an employment and commercial center for the area. Sidney does have strong manufacturing, retail, and health care sectors, as well as a strong public administration component. These afford a degree of economic stability, but the economic base could be strengthened with diversification in the areas of food services and accommodations. The idea of attracting firms that support the existing economic base (e.g., suppliers, service providers) offers potential for economic expansion and stability if they can be located in flood safe locations.



# 3

# Reconstruction Strategies & Implementation Actions

## 3.1 INTRODUCTION

### 3.1.1 Strategies

Reconstruction strategies are the overarching means by which a community will achieve rebuilding, resilience, and economic growth. The strategies are based on the inventory of community assets, risk assessment, and evaluation of needs and opportunities. Each strategy is implemented through projects and programs that the community carries out and the actions it takes to restore and protect assets. Strategies are aligned with the six FEMA recovery support functions as follows:

- **Community Planning and Capacity Building.** Strategies that present ways to restore or enhance its ability to organize, plan, manage, and implement recovery.
- **Economic Strategies.** Strategies that present ways to return economic and business activities to a state of health, and to develop new economic opportunities.
- **Health and Social Services Strategies.** Strategies that address the restoration and improvement of essential health and social services, particularly those that serve vulnerable populations.
- **Housing Strategies.** Strategies that address the demand for affordable housing; promotion of affordable housing availability; non-CDBG programs that are available for public and private housing providers; and how the community will encourage the provision of disaster-resistant housing for all income groups.
- **Infrastructure Strategies.** These strategies will express how a community will restore, repair, and manage essential services the local government provides through its infrastructure in the community.

- **Natural and Cultural Resource Strategies.** These strategies will address management of natural and cultural resources from a risk reduction and economic development perspective.

### 3.1.2 Management Measures

The programs, plans, and actions used to implement each strategy can be organized into six classes of management measures that encompass initiatives ranging from conservation or regulatory methods to construction projects. The six classes of management measures include:

- **Class 1. Conserve, Restore, and Enhance Natural Protective Features.** Measures that use the landscape to promote safety and livability and to reduce costs.
- **Class 2. Resilient Construction.** Measures designed to provide an adequate level of safety for structures, including elevating buildings so the lowest floor is above the flood level; dry flood-proofing, or making the building watertight to prevent water entry; wet flood-proofing, or making uninhabited or non-critical parts of the building resistant to water damage; relocation of the building; and the incorporation of levees and floodwalls into site design to keep water away from the building.
- **Class 3. Structural Defenses.** Measures that employ engineered or non-engineered construction techniques designed to resist flooding.
- **Class 4. Land Use Planning and Regulation.** Measures that use municipal planning, zoning, subdivision, and site planning regulations to reduce the vulnerability of development and infrastructure to storm effects.
- **Class 5. Market-Based Methods.** Measures that reduce vulnerability by incorporating the cost of risk into the carrying cost of land.
- **Class 6. Increased Awareness and Information.** Measures that provide sound information on storms and erosion, environmental services, risk to development, and community costs designed to help decision makers in both the public and private sectors.

## 3.2 VILLAGE OF SIDNEY RECONSTRUCTION STRATEGIES

Sidney has been developing its LTCR Plan for more than a year and identified the most important actions it can take to recover from past storm damage to plan a more resilient future. As a result, the Village has identified the following eight reconstruction strategies:

- **Strategy 1.** Buyout residential properties in high risk areas adjacent to Weir Creek and Susquehanna riverfront and relocate residents.
- **Strategy 2.** Acquire property outside the 100-year floodplain and develop a new mixed-use and mixed-income neighborhood.
- **Strategy 3.** Develop public/private financial incentives and programs to achieve vision, goals, and strategies.
- **Strategy 4.** Use green infrastructure and other constructed mitigation measures as appropriate as the primary hazard mitigation methods Village-wide.
- **Strategy 5.** Support efforts by large commercial and industrial businesses to become more resilient.
- **Strategy 6.** Support efforts by Main Street businesses to become both viable and safe.
- **Strategy 7.** Create safe new uses for flood-prone riverfront land.
- **Strategy 8.** Develop high quality and affordable municipal services that educate, alert, and protect the public from hazards.



*One of Sidney's key strategies is to acquire flood-safe property on which to develop a new mixed-use and mixed-income neighborhood.*

### 3.3 IMPLEMENTATION ACTIONS

Table 3.1 lists 42 programs, projects, and policies that serve to implement the Village’s eight reconstruction strategies. The table is organized by FEMA recovery area and lists each implementation action, its corresponding class of management measure, and the strategy it supports. Both the strategies and the implementation actions have been carefully considered by the community and adopted by the Village Board as part of the LTCR Plan. Once the assessment of risk to assets is completed, the Village may amend its action plan or change an action’s priority or schedules.

Strategy	Description	Mgmt Measures	Cost	Risk Area	Timing	Community Support
<b>Community Planning and Capacity Building</b>						
4, 5, 6, 7, 8	<b>Project:</b> Evaluate the use of constructed mitigation measures, including perhaps a floodwall or levee, to protect flood-prone property and people in the Village, especially in the North End, the area east of Union Street, and industrial park.	2, 3, 4, 5	High	High	1-3 yrs	High
7	<b>Program:</b> Create a Village website to improve flood hazard and emergency preparedness and automate various general municipal functions, perhaps in partnership with the Town of Sidney. (LTCR Action 6.3)	6	Low	High	1-3 yrs	Very High
7	<b>Policy:</b> Use social media such as Facebook and Twitter as an outreach tool during disaster response and recovery. (LTCR Action 6.4)	6	Low	High	1-3 yrs	High
3, 7	<b>Policy:</b> Develop a plan to meet the needs of socially vulnerable populations in natural disaster planning, relief and response. (LTCR Action 6.2)	6	Low	High	1-3 yrs	Very High
3, 7	<b>Program:</b> Participate in the FEMA National Flood Insurance Program Community Rating System program to help residents reduce the cost of flood insurance. (LTCR Action 1.8)	1, 2, 4, 6	Moderate	High	1-3 yrs	High
7	<b>Program:</b> Create a long term organization devoted to implementation of the LTCR and NYRCR Plan, including perhaps a Local Development Corporation. (LTCR Action 6.6)	6	Low	High	1-3 yrs	High
7	<b>Policy:</b> Strengthen code enforcement to preserve and improve property values. Continue efforts to ensure access to advanced internet and telecommunications for residents, businesses and visitors. (LTCR Action 6.8)	4, 6	Low	High	3-10 yrs	High
7	<b>Program:</b> Support and expand the work of the Sidney High School Flood Monitoring Program, which has proven to be an excellent tool to teach students about the river flows and alert the community to hazards. (LTCR Action 1.4)	6	Low	High	3-10 yrs	High
7	<b>Project:</b> Collaborate with the Town of Sidney to conduct a shared services study for various functions as possible. (LTCR Action 6.7)	6	Low	High	101-3 yrs yrs	High
<b>Economic Development</b>						
5	<b>Project:</b> Conduct a market study to build on opportunities identified in the LTCR for uses in the downtown Amphenol Aerospace Plant and expanded use of the Village Industrial Park. (LTCR Action 3.1)	2, 3, 4, 5	Low	High	1-3 yrs	Very High
5, 6	<b>Program:</b> Examine the structure and capacity of economic development organization and capacity to manage activities in a professional manner and decide upon the extent to which it needs to involve other entities, such as community decision-makers, regional organizations or local and area businesses. (LTCR Action 3.4)	5, 6	Low	High	3-10 yrs	Moderate
6	<b>Policy:</b> Direct any future commercial downtown development uphill to the south of the rail road tracks along West Main Street to protect the core from increased precipitation and serious flood events due to climate change. (LTCR Action 4.1)	4, 5, 6	High	High	101-3 yrs yrs	High

**Table 3.1**  
**Village of Sidney Reconstruction Strategies and Implementation Actions**

Strategy	Description	Mgmt Measures	Cost	Risk Area	Timing	Community Support
6	<b>Policy:</b> Create downtown design guidelines with focus on historic buildings, as part of the new historic district. (LTCR Action 4.4)	4	Low	High	3-10 yrs	Moderate
5	<b>Project:</b> Provide secondary access for all manufacturers and industrial park tenants in the event of flash flooding. (LTCR Action 3.5)	2, 3, 4, 5	High	High	3-10 yrs	Very High
5	<b>Project:</b> Support efforts to improve the Sidney Airport. (LTCR Action 3.6)	2, 4, 5	High	High	3-10 yrs	Moderate
6	<b>Project:</b> Develop a streetscape program for the Village core, focusing first on the areas that are more flood-safe by integrating green infrastructure. (LTCR Action 4.2)	2, 3, 4, 5	High	High	1-3 yrs	High
6	<b>Project:</b> Improve downtown off street parking areas behind stores including directional signage, pedestrian access and lighting. (LTCR Action 4.3)	2, 3, 4, 5	Moderate	High	3-10 yrs	High
<b>Health and Social Services</b>						
3, 5	<b>Policy:</b> Plan for the aging and retiring workforce at Amphenol Aerospace and ACCO in the next five years. Work with the companies to identify the job skills needed in prospective employees, and develop training programs to give local residents the edge for future employment. The job skills needed at the Amphenol facility are likely to be middle and upper management, while the Jobs at ACCO are likely to be manufacturing labor. (LTCR Action 3.2)	5, 6	Low	High	3-10 yrs	Moderate
3, 5	<b>Policy:</b> Support efforts by local corporate partners, to the degree possible, to support local sourcing for labor, contracting and purchasing to local residents, established small businesses and those people who plan to live or operate companies in the Village. (LTCR Action 3.3)	5, 6	Low	High	3-10 yrs	Moderate
7, 8	<b>Policy:</b> Coordinate with School system to develop recreational and life-long sports program to meet the needs of children, teenagers, and the elderly and improve the condition of existing recreation resources. Conduct recreation surveys of the youth and elderly within the community. (LTCR Action 5.3)	1, 2, 3, 4, 5, 6	Low	High	3-10 yrs	High
<b>Housing</b>						
1, 2, 3	<b>Project:</b> Support Delaware County's application to Hazard Mitigation Grants Program for structure elevations/ acquisitions and support to eligible property owners to elevate or sell their structure for demolition/ conversion to open space. (LTCR Action 2.2)	16	Low	High	1-3 yrs	Very High
2, 3	<b>Project:</b> Identify mixed use development strategy for Plankenhorn Road property including commercial/ light manufacturing if compatible with mixed income residential development. (LTCR Action 2).	2, 4, 5	Low	High	1-3 yrs	Very High
2, 3	<b>Program:</b> Continue to develop new affordable rental housing as a transitional step to homeownership with focus on the relocation of community members living in flood-prone areas. (LTCR Action 2.4)	2, 4, 5	High	High	1-3 yrs	Very High
2, 3	<b>Project:</b> Conduct a market study to determine the needs (number of units and configuration) of affordable housing for vulnerable populations including senior/ assisted housing, and share information with developers. (LTCR Action 2.1)	2, 4, 5	Low	High	1-3 yrs	Very High
2, 3, 6	<b>Policy:</b> Encourage second story residential uses and improve existing housing units if they can be made flood-safe. (LTCR Action 4.5)	2, 4, 5	Low	High	3-10 yrs	Moderate
2, 3	<b>Policy:</b> Consider the use of density bonuses to accomplish desired outcomes in the LTCR plan including affordable housing, senior housing, green design and green infrastructure. (LTCR Action 2.9)	4	Low	High	1-3 yrs	Moderate
2, 3	<b>Policy:</b> Look for opportunities downtown to increase residential density for vulnerable populations including senior and multifamily housing in areas that are less prone to serious flooding. (LTCR Action 2.8)	2, 4, 5, 6	Low	High	3-10 yrs	High
3	<b>Program:</b> Work with local companies including Amphenol Aerospace, ACCO, Industrial Park tenants, and local financial institutions to offer a home purchase incentive grant for workers who move into the Village. (LTCR Action 2.6)	5	Low	High	3-10 yrs	High

<b>Strategy</b>	<b>Description</b>	<b>Mgmt Measures</b>	<b>Cost</b>	<b>Risk Area</b>	<b>Timing</b>	<b>Community Support</b>
2, 3	<b>Program:</b> Develop a Homeownership Program offering purchase subsidy for residents willing to relocate from flood-prone areas, especially vulnerable populations in the Camp Street neighborhood and North End. (LTCR Action 2.5)	2, 4, 5	High	High	1-3 yrs	Very High
3	<b>Policy:</b> Support development of some executive level housing that would be attractive to the management and professional employees Amphenol Aerospace plans to attract. (LTCR Action 2.7)	5	High	High	3-10 yrs	Moderate
<b>Infrastructure</b>						
4	<b>Policy:</b> Develop a formal relationship with Delaware County Planning Department and Delaware County Soil and Water Conservation District in support in environmental planning, watershed and stream management and flood hazard mitigation. (LTCR Action 1.1)	1, 3, 4, 6	Low	High	1-3 yrs	High
4	<b>Policy:</b> Advocate for Susquehanna River watershed, storm water pollution prevention and stream management with Delaware County and surrounding communities. (LTCR Action 1.2)	1, 3, 4	Low	High	1-3 yrs	Very High
4,7	<b>Policy:</b> Review land management codes and standards (zoning, subdivision, site plan) to increase flood safety and support community revitalization. (LTCR Action 1.7)	4	Low	High	1-3 yrs	High
7	<b>Project:</b> Consider relocation of Police and Fire Service to combined facility in flood-safe location and for Water Treatment Plant. (LTCR Action 6.5)	2, 4, 5	High	High	1-3 yrs	Very High
1, 2, 3, 4	<b>Project:</b> Consider alternatives for annexing property adjacent to the Village and extending municipal services for flood-safe replacement housing and commercial development. (LTCR Action 6.1)	4, 5	High	High	1-3 yrs	Very High
4	<b>Project:</b> Work with regional partners to commission an engineering and fluvial geomorphic study to determine the base line flooding for a given storm event (5, 10, 15, 25, 50, and 100 year) within the Village. (LTCR Action 1.3)	1, 3, 4	Moderate	High	1-3 yrs	Very High
7	<b>Program:</b> Create grassroots public advocacy and educational programs to work with the community on storm water related issues. (LTCR Action 1.5)	6	Low	High	1-3 yrs	High
4, 7	<b>Project:</b> Work with Delaware County Planning Department to implement recommendations from the 2012 All Hazard Mitigation Plan (LTCR Action 1.6)	1, 2, 3, 4, 5, 6	High	High	1-3 yrs	Very High
<b>Natural and Cultural Resources</b>						
5, 6, 7	<b>Project:</b> Prepare a study to determine the feasibility and market for a new waterfront entertainment center including a performance amphitheater to expand community celebrations, arts and cultural events. Ensure that new assets are directly linked to the downtown with pedestrian connections. (LTCR Action 5.1)	12345	Low	High	1-3 yrs	Very High
6, 7, 8	<b>Project:</b> Develop a land trust or work with local organizations including the Sidney Community Foundation to assemble waterfront property for new waterfront entertainment uses and infrastructure development. (LTCR Action 5.2)	14	Low	High	3-10 yrs	High

### 3.4 RELATIONSHIP TO REGIONAL PLANS

The Village of Sidney considers itself part of a multi-jurisdictional planning area called the Tri-Towns and regularly undertakes regional assessment and planning along with the Towns of Sidney, Unadilla, and Bainbridge. This partnership is longstanding and resulted in development of the 2001 Tri-Town Area Economic Development Region Plan for the Village and Town of Bainbridge, Village and Town of Sidney, and the Village and Town of Unadilla. That plan guided planning and development in the area for more than a dozen years. The Village is actively involved in discussions with Bainbridge and Unadilla regarding their interdependent needs for flood hazard mitigation and a Tri-Town workshop on resiliency planning is being scheduled for

January 2014. With its neighbors, the Village has participated in county-level planning, including development of the All Hazard Mitigation Plan adopted in 2013. Sidney is a participant in the Southern Tier Susquehanna River planning effort with Tioga and Broome communities and plans to include a regional action plan in its final NYRCR Plan.

### **3.5 COMMUNITY ENGAGEMENT**

In November 2011, the NYS Department of State announced funding for the LTCR program. The program, which provides financial and technical assistance to those towns and villages hardest hit by Tropical Storms Irene and Lee, offered communities tools to develop a vision and strategies to reestablish themselves as vibrant communities more prepared to face future disasters. The Village of Sidney applied for and received Long Term Community Recovery grant funding.

As the first step in the planning process, local leaders whom had served as the Village's recovery committee became the Project Advisory Committee for the LTCR planning process. This group met five times during the planning process.

The Project Advisory Committee understood that Sidney enjoyed a stronger manufacturing base than average for the state but despite that, in the last 20 years both population and jobs have been in decline. Earlier studies, such as the 1993 Economic Adjustment Strategy for the Southern Tier Region of New York and the 2003 Susquehanna River Valley Economic Development Strategic Plan, pointed them to persistent issues that hamper economic development for Sidney and other communities: the region's large size and low density; a lack of industrial infrastructure; and the lack of long-range planning resources and staff due to limited municipal resources. They understood that the purpose of the grant was to develop an LTCR strategy to rebuild in a way that strengthened the vitality of the community, reduced risk to life and property, and was sustainable over time. The Committee decided to focus its LTCR Plan on resilient economic enhancement. In August 2013 the NYRCR Steering Committee was appointed, with most members of the LTCR Advisory Committee continuing to serve and other community members invited to join. The NYRCR Steering Committee met twice prior to submission of its NYRCR plan.

Throughout the LTCR process, the consultant team and Village Economic Developer met with several key stakeholders in the community to gain a better understanding of the impacts of the storms and flooding. Stakeholders included representatives from the Delaware County Planning Department and Delaware County Soil and Water Conservation District, and the Sidney Flood Monitoring Program. Many additional telephone interviews were held with small businesses and Amphenol Aerospace and ACCO.

Given the fatigue in the community from the significant number of flood recovery meetings already held, the Village decided its public participation process would consist of a focused and

concentrated planning and design workshop. In January 2013, the Village and its consultants organized and conducted a visioning workshop to confirm or expand the existing Village vision.

After the visioning workshop, planners and designers began to develop concepts to address key issues identified by the community. A number of ideas emerged from the discussion and new challenges were identified. The preliminary conclusions reached by the Project Advisory Committee and the design team included:

- The cost of the solutions to protect waterfront areas considered feasible by the Corps of Engineers was too high to pass reasonable cost/benefit evaluations.
- Interim measures to mitigate flooding by levees or other major projects would have only relatively short term benefits.
- No solution will be considered acceptable if it displaces floodwaters downstream at higher volume or velocity to neighbors.
- Relocation of residents in the most vulnerable areas should be a priority, but the lack of available sites for new housing may require annexation. Initially, two sites were identified as options: land adjacent to Sidney Golf and Country Club and the Riverlea Farm property on Plankenhorn Road.



*Perspective rendering of Sidney's Main Street incorporating green infrastructure.*

- The concept of a major green infrastructure project on land vacated as a result of buyouts should be evaluated.
- If HMGP funds are used for all buyouts, no development of any kind can happen on the properties, but if the Village is able to buy property with other funding, then some forms of flood-resistant development can be designed.
- The most vulnerable waterfront lands, including a 60-acre property owned by the Community Foundation, could be an ideal location for a major entertainment and cultural center with an amphitheater, farmers market, community gardens, and recreation areas all linked to a flood-safe and revitalized Main Street.

The design team decided to focus on four projects for conceptual and graphic evaluation:

- Design a mixed-use neighborhood on the Plankenhorn Farm property.
- Design a revitalized Main Street, including consideration of new Village Center south of the railroad tracks.
- Design a housing development surrounding the Sidney Golf and Country Club.
- Design an integrated green infrastructure system along the Susquehanna River.

In the months since the NYRCR Steering Committee was formed, the Village conducted one public meeting that combined presentation of the LTCR Plan and introduction of the NYRCR Program. In addition, the Village of Sidney Steering Committee and residents will participate in the Southern Tier Regional Resiliency Summit.

### **3.6 NEXT STEPS**

In the coming months, the Village of Sidney will complete all required steps in the NYRCR planning process, including risk assessment and cost-benefit evaluation. The planning team will also complete a series of “value added” components to advance key initiatives. These components will include:

- market study for new housing development at Riverlea Farm;
- advanced concept plans and site evaluation for Plankenhorn Road properties;
- detailed built-out evaluation, development and operating pro forma for mixed-use scenarios for Plankenhorn Road properties;

- feasibility study for waterfront green infrastructure system; and
- market assessment for waterfront entertainment and recreation campus.

These components will be developed in a real-time, public charrette process and include multiple opportunities for community involvement. The completion of these tasks will speed implementation of Sidney's core priorities to make vulnerable families safe, businesses prosperous, and the Village resilient.