Adopted by the Town of Concord Selectboard on January 7th, 2025

2024 Concord, Vermont
Local Hazard Mitigation Plan Update

Prepared by:

Town of Concord

CERTIFICATE OF LOCAL ADOPTION

Town of Concord, Vermont
A Resolution of the Town of Concord Selectboard, Vermont Adopting
the 2024 Concord, Vermont Local Hazard Mitigation Plan Update

WHEREAS, Town of Concord recognizes the threat that natural hazards pose to people and property within Town of Concord; and
WHEREAS, Town of Concord has prepared a multi-hazard mitigation plan, hereby known as the 2024 Concord, Vermont Local Hazard Mitigation Plan Update in accordance with federal laws, including the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended; the National Flood Insurance Act of 1968, as amended; and the National Dam Safety Program Act, as amended; and
WHEREAS, Town of Concord identifies mitigation goals and actions to reduce or eliminate long-term risk to people and property in Town of Concord from the impacts of future hazards and disasters; and
WHEREAS, adoption by Town of Concord demonstrates its commitment to hazard mitigation and achieving the goals outlined in the 2024 Concord, Vermont Local Hazard Mitigation Plan Update.

NOW THEREFORE, BE IT RESOLVED BY THE TOWN OF CONCORD, VERMONT SELECTBOARD THAT:

In accordance with local rule for adopting resolutions, the Town of Concord Selectboard adopts the 2024 Concord, Vermont Local Hazard Mitigation Plan Update. While content related to Town of Concord may require revisions to meet the plan approval requirements, changes occurring after adoption will not require Town of Concord to re-adopt any further iterations of the plan. Subsequent plan updates following the approval period for this plan will require separate adoption resolutions.

January 7, 2025
Date

Selectboard Member

Selectboard Member

Selectboard Member

Selectboard Member

Selectboard Member

Attested to by Town Clerk

Executive Summary

In March of 2024, the town began to develop this Local Hazard Mitigation Plan Update from the last approved plan from 2019 with the help of a contractor. During the previous planning period, the town has seen the impacts of climate change, historic flooding and a global pandemic. The Great Vermont Flood of July 2023 (DR-4720) claimed two lives and caused millions in damage across the state. The Canadian Wildfires of 2023 affected air quality and arguably, the psyche of many Vermonters. Precipitation in December 2023, which is usually in the form of snow, turned to rain melting the early snowpack and caused flooding across the state, once again. 2023 was the hottest year on record in Vermont, furthering the real and present concerns related to climate change. Fortunately, Concord remained relatively insulated from the major damage seen across the state in 2023. The COVID-19 pandemic—an event with unprecedented health, social, and economic impacts, in addition to the natural disasters experienced, emphasize the importance of hazard mitigation planning. During the development of this plan, the remnants of Hurricane Beryl brought major flooding and damage to central Vermont—a year to the day after the July 2023 event. Some areas received over 6 inches of rain and the town had significant road damage from this event. Less than a month later, a 1 in 1,000-year rainstorm dropped upwards of 8 inches of rain in a matter of hours causing localized and catastrophic damage in several areas of Vermont. The increased frequency of severe weather, especially rain, may be a new norm as precipitation is slated to increase by 52% during this century. What the town can do to combat the destruction climate change has, and likely will, bring to residential property, infrastructure, and the overall resilience of our community defines the challenge of hazard mitigation like never before. To help meet this challenge, this update includes a list of suggested agenda items for departmental meetings to best prepare the town for future events.

This update identifies changes, advancements, and future needs in the areas most vulnerable to the profiled hazards. Also included are the proposed mitigation actions for the next 5-year planning period and the status of the previous planning period's actions. The description and results of the 2024 planning process are contained herein and represent the collaborative efforts of the newly formed Hazard Mitigation Planning Team and associated residents, towns, non-profits, and agencies that contributed to the development of this plan. As hazard mitigation is a sustained effort to permanently reduce or eliminate long-term risks to people and property from the effects of reasonably predictable hazards, the town has communicated its efforts related to developing this plan to its residents, businesses, and surrounding municipalities, providing a formal opportunity to give input and review relevant sections of the plan. In realization that eligibility to receive federal hazard mitigation grants and optimize state-level reimburse or "match" dollars during a federally declared disaster is dependent on a federally approved plan, the town remains committed to sustaining its mitigation efforts and by developing this plan update, will have a guide for action that will foster enhanced emphasis on mitigation in the years to come. The town realizes the importance of mitigation inherent to its own resilience as well as means to establishing strong partnerships with regional support agencies and associations, state government and Federal Emergency Management Agency (FEMA). As the town moves towards formally adopting this Local All-Hazards Mitigation Plan, the purpose of this plan is to:

- Identify specific natural hazards that impact the town.
- Prioritize hazards for mitigation planning.

- Recommend town-level goals and strategies to reduce losses from those hazards.
- Establish a coordinated process to implement goals and their associated strategies by taking advantage of available resources and creating achievable action steps

This plan is organized into 5 Sections:

Section 1: Introduction and Purpose explains the purpose, benefits, implications and goals of this plan. This section also describes demographics and characteristics specific to Concord and describes the planning process used to develop this plan.

Section 2: Hazard Identification expands on the hazard identification in the 2017 Town Plan with specific municipal-level details on selected hazards.

Section 3: Risk Assessment discusses identified hazard areas in the town and reviews previous federally declared disasters to identify what risks are likely in the future. This section presents a hazard risk assessment for the municipality, identifying the most significant and most likely hazards which merit mitigation activity. The most significant hazards for Concord have been profiled and are introduced in the grid below:

Severe winter storm	Climate Change (Extreme cold and heat, air quality)	Flooding (including fluvial erosion/dam breach)
Fire	Infectious Disease	Drought

Section 4: Vulnerability Assessment discusses buildings, critical facilities and infrastructure in designated hazard areas and estimates potential losses.

Section 5: Mitigation Strategies begins with an overview of goals and policies in the most recent Town Plan that support hazard mitigation and utilizes a current road inventory to formulate a work plan for major infrastructure projects. An analysis of existing municipal actions that support hazard mitigation, such as planning, emergency services and actions of the highway department are also included. The following all-hazards mitigation goals are summarized below:

1) Reduce at a minimum, and prevent to the maximum extent possible, the loss of life and injury resulting from all hazards.
2) Mitigate financial losses and environmental degradation incurred by municipal, educational, residential, commercial, industrial and agricultural establishments due to various hazards.
3) Maintain and increase awareness amongst the town's residents and businesses of the damages caused by previous and potential future hazard events as identified specifically in this All-Hazards Mitigation Plan.
4) Recognize the linkages between the relative frequency and severity of disaster events and the design, development, use and maintenance of infrastructure such as roads, utilities and storm water management and the planning and development of various land uses.
5) Maintain existing municipal plans, programs and ordinances that directly or indirectly support hazard mitigation.
6) Develop a mechanism for formal incorporation of this All-Hazards Mitigation Plan into the municipal comprehensive plan as described in 24 VSA, Section 4403(5). This mechanism will be developed by the Planning Commission, Selectboard and CVRPC and integrate the strategies into the existing town plan as annexes until the next formal update occurs, where a section devoted to mitigation planning will be integrated into the plan.

7) Develop a mechanism for formal incorporation of this All-Hazards Mitigation Plan, particularly the recommended mitigation actions, into the municipal/town operating and capital plans & programs as they relate to public facilities and infrastructure within political and budgetary feasibility. The Planning Commission will review the updated LHMP and use language/actions from it to inform the integration and future update processes. Town Meeting Day will serve as the formal time that mitigation strategy budgetary considerations will be approved and incorporated into the town budget.

Section 5 also identifies and provides a detailed discussion on the following mitigation actions:

Action #1: Reduce vulnerability to flooding by evaluating capabilities of existing road and storm water management infrastructure, public education and through municipal services and regulations.

Action #2: Improve resilience to severe winter storms.

Action #3: Reduce impact of extreme hot and cold temperature durations.

Action #4: Raise public awareness of hazards and hazard mitigation actions.

Action #5: Reduce risk and impact of major infectious disease events.

Action #6: Reduce risk and impact of fire hazards.

Action #7: Reduce risk and impact of drought.

In conclusion, Section 5 provides an Implementation Matrix to aid the municipality in implementing the outlined mitigation actions with an annual evaluation process to be coordinated and administered by the Town Manager and associated Departments within Concord.

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SECTION 1: INTRODUCTION AND PURPOSE

1.1 Purpose and Scope of this Plan

The purpose of this All-Hazards Mitigation Plan Update is to assist this municipality in identifying all hazards facing their community and in identifying strategies to begin to reduce the impacts of those hazards. The plan update also seeks to better integrate and consolidate efforts of the municipality with those outlined in the Town Plan as well as efforts of NVDA, Vermont State agencies, FEMA and the State Hazard Mitigation Plan. The town is aware that community planning can aid significantly in reducing the impact of expected, but unpredictable natural and human-caused events. Community planning can aid significantly in reducing the impact of expected, but unpredictable natural and human-caused events. The goal of this plan is to provide hazard mitigation strategies to aid in creating disaster resistant communities throughout Essex County.

1.2 Hazard Mitigation

The 2018 Vermont State All-Hazards Mitigation Plan states:

> *"The impact of anticipated yet unpredictable natural events can be reduced through community planning and implementation of cost effective, preventive mitigation efforts.*
>
> *The State of Vermont understands that it is not only less costly to reduce vulnerability to disasters than to repeatedly repair damage, but that we can also take proactive steps to protect our economy, environment and most vulnerable citizens from inevitable natural hazard events. This Plan recognizes that communities have the opportunity to identify mitigation strategies during all phases of emergency management (preparedness, mitigation, response, and recovery) to more comprehensively address their vulnerability. Though hazards themselves cannot be eliminated, Vermonters can reduce our vulnerability to hazards by improving our understanding of both the natural hazards we face and their potential impacts.*
>
> *The 2018 Vermont State Hazard Mitigation Plan (SHMP) presents the hazard impacts most likely to affect Vermont and a mitigation strategy to reduce or eliminate our most significant vulnerabilities."*

Hazard mitigation strategies and measures can reduce or eliminate the frequency of a specific hazard, lessen the impact of a hazard, modify standards and structures to adapt to a hazard, or limit development in identified hazardous areas. This plan aligns and/or benefits from the State's 2018 Hazard Mitigation Plan and as part of the Emergency Relief Assistance Funding (ERAF) requirements. With enhanced emphasis on community resiliency, many state agencies and local organizations have increased awareness of the importance of mitigation planning and have produced plans and resources that towns can use to support their planning efforts. This plan will reference, when relevant, pertinent tools and resources that can be used to enhance mitigation strategies.

1.3 Hazard Mitigation Planning Required by the Disaster Mitigation Act of 2000

Hazard mitigation planning is the process that analyzes a community's risk from natural hazards, coordinates available resources, and implements actions to reduce risks. Per *44 CFR Part 201: Hazard Mitigation Planning,* this planning process establishes criteria for State and local hazard mitigation planning authorized by Section 322 of the Stafford Act as amended by Section 104 of the *Disaster Mitigation Act of 2000*. Effective November 1, 2003, local governments now must have an approved local mitigation plan prior to the approval of a local mitigation project funded through federal Pre-Disaster Mitigation funds. Furthermore, the State of Vermont is required to adopt a State Pre-Disaster Mitigation Plan for Pre-Disaster Mitigation funds or grants to be released for either a state or local mitigation project after November 1, 2004.

There are several implications if the plan is not adopted:

- After November 1, 2004, Flood Mitigation Assistance Grant Program (FMAGP) funds will be available only to communities that have adopted a local plan.
- For disasters declared after November 1, 2004, a community without a plan is not eligible for HMGP project grants but may apply for planning grants under the 7% of HMGP available for planning.
- For the Pre-Disaster Mitigation (PDM) program, a community may apply for PDM funding but must have an approved plan to receive a PDM project grant.
- For disasters declared after October 14th, 2014, a community without a plan will be required to meet a greater state match when public assistance is awarded under the ERAF requirements (Emergency Relief Assistance Funding)

1.4 Benefits

Adoption and maintenance of this Hazard Mitigation Plan will:

- Make certain funding sources available to complete the identified mitigation initiatives that would not otherwise be available if the plan was not in place.
- Lessen the receipt of post-disaster state and federal funding because the list of mitigation initiatives is already identified.
- Support effective pre- and post-disaster decision making efforts
- Lessen each local government's vulnerability to disasters by focusing limited financial resources to specifically identified initiatives whose importance have been ranked.
- Connect hazard mitigation planning to community planning where possible.

1.5 All-Hazards Mitigation Plan Goals

This All-Hazards Mitigation Plan establishes the following general goals for the town and its residents:

1) Reduce at a minimum, and prevent to the maximum extent possible, the loss of life and injury resulting from all hazards.
2) Mitigate financial losses and environmental degradation incurred by municipal, educational, residential, commercial, industrial and agricultural establishments due to various hazards.

3) Maintain and increase awareness amongst the town's residents and businesses of the damages caused by previous and potential future hazard events as identified specifically in this Local All-Hazards Mitigation Plan.

4) Recognize the linkages between the relative frequency and severity of disaster events and the design, development, use and maintenance of infrastructure such as roads, utilities and storm water management and the planning and development of various land uses.

5) Maintain existing municipal plans, programs and ordinances that directly or indirectly support hazard mitigation.

6) Develop a mechanism for formal incorporation of this Local All-Hazards Mitigation Plan into the municipal comprehensive plan as described in 24 VSA, Section 4403(5). This mechanism will be developed by the Planning Commission and CVRPC and will integrate the strategies into the existing Town Plan as annexes until the next formal update occurs, when a section devoted to mitigation planning will be integrated into the plan.

7) Maintain mechanism for formal incorporation of this Local All-Hazards Mitigation Plan, particularly the recommended mitigation actions, into the town operating and capital plans & programs as they relate to public facilities and infrastructure within political and budgetary feasibility. The Planning Commission will review the plan and use language/actions from it to inform the integration and update process. Town Meeting Day will serve as the formal time that mitigation strategy budgetary considerations will be approved and incorporated into the town budgets.

8) Flood-related data and information originating in the Hazard Mitigation Plan will continue to be reviewed and assessed for relevant inclusion in the Town Plan Updates specific to flood resilience.

1.6 Concord Population and Characteristics

Community History and Background

The Town of Concord covers 34,209 contiguous acres and is located at the south-eastern end of the Northeastern Vermont Development Association's district. There are five distinct villages established within Concord's borders: West Concord, North Concord, Miles Pond, East Concord and Concord Corners. Most of the development in Concord is concentrated along the major east-west transportation corridor, Vermont Highway 2. The majority of the town's road system is gravel surfaced. These roads provide an adequate and energy efficient transportation system. The town roads are maintained by the town road maintenance crew. I 93 and I 91 intersections are located in the neighboring town of St., Johnsbury. These major interstate highways provide easy access to the Town of Concord. The Moore Reservoir, a large body of dammed water on the Connecticut River, is the southern border of Concord.

The majority of the town is sparsely populated. The Village of Concord, North Concord, Miles Pond and East Concord represent the only areas supporting medium to high density development. Many of the town's seasonal homes and camps are located in properties around Miles Pond and Shadow Lake.

Northern Concord landscape is dominated by the Miles Mountain range which sports the town's highest elevations (2,432 feet). This undeveloped area is composed of steep forested slopes. Central Concord's Goudreault Hill (2,012 feet) has gentler slopes which guide the area's rain and snow runoff into natural watershed collection areas including Miles Pond. Shadow Lake is a collection area for the Shaw Mountain (1,800 feet) watershed. East Concord's elevations average between 800 and 1,100 feet. These lands are made up of rolling hills and some fairly level zones. West Concord's lowlands are separated by the Moose River (elev. 800 feet). The higher elevations in western Concord, averaging 1,100 feet in elevation, are predominantly rolling hills that melt into the town's only meadow lands. The town's highlands have provided Concord's residents and wildlife with a number of water supplies. At the same time, multiple elevation changes within the town's lowlands tend to restrict the area's development and agricultural potential.

The population is 1,141 according to the 2020 Census. Concord is part of the Berlin, NH –VT Micropolitan Statistical Area.

Hospitals and medical centers near Concord:

- Northeastern Vermont Regional Hospital: Critical Access Hospital
- St. Johnsbury, VT Health and Rehab
- FMC OF ST. Johnsbury Dialysis
- Essex Home Health Care
- Pines Rehab and Health Center
- North Country Home Health and Hospice Agency (Littleton, NH)
- Lafayette Center, Genesis Healthcare (Franconia, NH)

Electric power is provided to the town by Green Mountain Power. The majority of the electric service is provided along the town's road system. Three phase power is available at all three of the town's village areas. With few exceptions, power is provided via overhead transmission lines.

Concord offers no municipal water or sewage services. The town's zoning regulations currently allow high density development in the village areas and a small area around Miles Pond. At some point in the future, municipal water or sewage services may be required in one or more of these zones. The Town of Concord supports two school buildings and a gymnasium, a town office/library building, a town hall which is the home of the town museum, a fire station, town garage, a state certified waste transfer station, six cemeteries, a recreation area, two state owned boat launch sites located on Shadow Lake and Miles Pond and a Community Park, donated by the Bona Family, that includes a ball park and an outdoor ice skating rink. The town owns several other undeveloped plots of land within the community.

The town's volunteer fire and rescue department serve the community under the umbrella of the area's mutual aid organization. Training, at all levels of emergency service, has a high priority within these organizations. The department has one engine and one tanker with automatic mutual aid for fires from Waterford with eight other departments for mutual aid as-needed.

The town does not maintain a police department but contracts with the Essex County Sheriff and can rely on Vermont State Police. The Concord Health Center is the community's only health care facility. It provides general and emergency services. Emergency ambulance services are provided by a number of out-of-town agencies including the Calex Ambulance service.

Concord maintains its own K-Middle School system. This system also provides educational services to neighboring communities on a tuition basis. The town's two school buildings have been identified as structures that require both structural and internal upgrading. The Concord school system has a student population of approximately 250 children. The system provides services for both Concord students and children from neighboring communities. Grades 1 3 attend the school facility located in East Concord and the remainder of the grades attend school in the facility located in the Village of Concord. The school has its own public water supply and requires a certified water operator. Once students reach high school, they travel to several different high schools within the Kingdom East School District.

Logging within the town's 4,065 wooded acres still represents an important part in the town's economic structure. Most of the town's seasonal homes are built around Miles Pond and Shadow Lake. The Connecticut River and the Moore Reservoir also offers recreational opportunities for locals and vacationers alike. All of these systems are part of the watershed system that supplies surface and subsurface waters to Concord and neighboring towns and cities. While the recreational value of these waters is well known, their true value lies in their ability to collect, filter, store and deliver water to thousands of regional residents.

High risk populations include two nursing homes and six day care facilities. Some of the day care facilities only operate on a seasonal basis. There are a few elderly people on Lifeline and some have extra tanks of oxygen. Generators at nursing homes are unknown. There are some residences that would be inaccessible if severe flooding were to take place on some of the back roads. The populations along Miles Pond and Shadow Lake may be cut off from access.

National Flood Insurance Program

1. Since 9/30/1992, Concord has participated in the National Flood Insurance Program and is currently in compliance. The current Town of Concord FIRM (Flood Insurance Rate Map) was published 9/30/1992 can be seen here and Flood Insurance Study (FIS) here.

Development or any encroachment in the floodway is prohibited unless certified by a qualified professional engineer, after proper analysis that the activity will not result in an increase in flood levels during the occurrence of the base flood. The bylaw requires a permit for all proposed development in areas of special flood hazard and conditional use approval is required for new buildings, substantial improvement of existing buildings and development in the floodway. The Administrative Floodplain Officer for the town is

1.7 Summary of Planning

The town contracted with OPH Consulting Services to update the plan on April 4th, 2024. Susan LaMadeleine served as the primary point of contact during the update. The following table presents the Planning Team members and their title:

Table 1-0: 2024 Concord Mitigation Planning Team Roster

2024 Hazard Mitigation Planning Team	
Bill Humphrey	Selectboard Chairman
Richard Fisher	Concord Fire Department
Dane Thorgalsen	Road Commissioner/Foreman1 (802) 535-0187
Sam Mayne	Essex County Natural Resources Con. Dis.
Susan LaMadeleine	Selectboard Administrative Assistant
Audra Girourd	Treasurer
Angelique Brown	School Principal
Linda Blakslee	Town Clerk
Matt Walsh	Zoning Administrator

Public Involvement:
April, 2024 marked the kick-off meeting for the plan update. The community was alerted that the plan was being updated via the Town Website. The opportunity for all stakeholders to participate and provide feedback was announced along with the community survey, which is seen as the most efficient way for stakeholders to provide input. The online community survey was developed and launched through the town's website and social media page. The survey introduced the importance and informational needs of a LHMP and asked for specific concerns the resident and/or business owner had in response to all hazards specific to the 2023 flood events. Some key organizations, however, were contacted directly due to their work with vulnerable populations. Agendas, meeting content, and subsequent minutes provided the methodology by which representatives of businesses, schools/academia, and other private organizations that sustain community lifelines, including utilities were informed of the planning process and ability to provide feedback. In early June, the draft was made available to the public with an opportunity for review and feedback at the June 17 Planning Commission meeting.

Regional non-profits and other organizations serving vulnerable populations were contacted during plan development. Each entity was informed of the plan update, given opportunity to review and comment on the plan, directed to the online Community Hazard Survey, and interviewed. The main issue for many of these organizations is defined by disaster impacts in other areas of the state where the respective service population is either placed or receiving care. Transportation and housing disruption resulting from a disaster can severely affect many service populations. Developing contingency plans was a common theme in the interview process. The community survey is an anonymous feedback tool and any specificity to organizations and/or individuals who provided feedback via the survey is not available. Essex County is home to several organizations serving vulnerable populations. Individuals from the organizations list below were contacted and informed of the update process, opportunity for review and feedback on the draft plan, and the community survey.

Table 1-1: Summary of Outreach

Organization	Vulnerable Population Served	Issues/Concerns
Northeastern Vermont Regional Hospital: Critical Access Hospital	Emergency medical needs, elderly, and ill	As with many CAH's, serving rural populations comes with challenges of access and compliance. Any damage to the facility would be difficult to mitigate in the short term and when roads are closed, there is increased reliance on EMS but even then, access becomes an issue. With disruptions in status quo come increased risk for those dependent on others for help. In these situations, a cascade can occur and quickly overwhelm capabilities.
FMC OF ST. Johnsbury Dialysis	Patients with kidney failure and often, co-morbitities	Without access to treatment, people have a matter of days to live. Damage to facility or inability to travel are significant concerns. Home dialysis may be available but service would still need to be able to travel and this would not be a quick process under normal circumstances.
Essex Home Health Care	Elderly, ill/recovering patients, those with mobility issues	Visiting RN's/PT's/OT's are often a crucial component in patients recovery from an acute situation. If they are unable to access patients, there could be detrimental consequences to the patient that could require dependance on EMS/hospital services, contributing to an already taxed system during emergencies.
Surrogate Son—End of Life Care 96 Folsom Ave. Concord	People at end of life	Staff access in a disaster could be an issue for continuity of services.
Lock Lomand Housing Facility 700 Wilson Road, Concord	Elderly, those with loss of independence and in need of medical management/other support with ADLs.	Communication with residents and families when access is impeded due to flooding would be an issue.
NEKCA	Acute and essential needs of food, housing, climate, energy, racial and economic justice and assistance to face disparity and oppression.	Increased demand for services during disaster events can place those relying on support to meet basic needs is a concern with the ability to access/coordinate support when transportation routes are flooded.
NEK Human Services	Case management, community and home support, residential care, psychiatry, medication management, individual therapy, group therapy, vocational supports,	NKHS has an array of services to aid a person experiencing a crisis. Each service works along a continuum of care, which allows the person in crisis to determine,

	school-based counseling, emergency care and respite services for 3400+ clients annually. In addition, we offer outreach and consultation services to communities, schools, and businesses in our service area.	when appropriate, how much intervention and support they need. The continuum allows the person in crisis to move freely between different levels of service they require, both during and pre/post-crisis
NEK Council on Aging	Older Adult Support Services for those over 60 and those with disabilities	We are able to, thru the use of our volunteer network, continue home delivered meals during a service-compromising event. During covid and flooding these programs were resourceful and met the needs of elders in our community to ensure both a safety check and meal delivery. We have become flexible in being able to work remotely and well-coordinated so that we can be nimble during challenging times
Concord School	Education and Shelter/Evac Facility	Assuring safety of student body during a disaster is primary concern. Portion of the school is prone to flooding but school has evacuation and emergency relocation plans in place.

All neighboring towns were sent notification of the plan's development and were given an opportunity to provide input through email to the Town Clerk. The Vermont towns bordering Concord include Kirby, Victory, Waterford and Lunenburg. No responses were obtained from this solicitation.

Research and feedback on hazards, community capacities, community assets and potential mitigation projects was also conducted in coordination with other important stakeholders. Phone calls, emails and meetings were exchanged and held to involve the expertise of additional Concord staff, various state agencies and regional stakeholders, with an emphasis on vulnerable populations. Following FEMA guidance in Local Mitigation Plan Review Tool Regulation Checklist, the plan was written using data sources that included:

- Surveys and public comment
- 2017 Town of Concord Plan (provided current goals and regulations supporting mitigation, recent capital expenditures and infrastructure value helped to drive vulnerability assessment)
- 2017 Zoning and Flood Hazard Regulations (Used for historical foundation of policies that support mitigation)
- 2018 Vermont State Hazard Mitigation Plan (provided key guidance language and definitions throughout the plan).
- Vermont Agency of Natural Resources (ANR) and Transportation (VTrans) (Provided key policy recommendations on environmental conservation, high accident locations, climate change and fluvial erosion data).

- Vermont Departments of Health (VDH) and Environmental Conservation (DEC) (provided information related with public health services that could be impacted during a disaster and state support functions designated to both VDH and DEC. DEC also provided river corridor data for mapping purposes.
- FEMA Open Source (data.gov) Data for Disaster History and PA funding (provided comprehensive declared disaster by year and type as well as project descriptions and cost per event).
- FEMA NFIP "Bureau.Net" database (provided detailed information on repetitive loss properties and associated flood insurance claims).
- EPA's Incident Action Checklist for cold weather resilience of water systems (provides a guidance tool for public works to cross-reference actions on the system).
- FEMA Flood Insurance Study: (fema.gov)
- UVM's 2023 Vermont Manufactured Home Communities Flood Risk Assessment
- UVM's 2021Vermont Climate Assessment for key climate change data and water resource management actions.

Based on the information obtained, input from town and state officials, the planning team, state and federal databases and local knowledge, the plan was created. While many small communities in Vermont face similar circumstances (e.g., flooding, winter storms and remote residents), each one has unique considerations and opportunities. There was a point made to capture the subtle characteristics of the town. From this, the specific risks, vulnerabilities, and mitigation strategies were developed and when applicable, broken down to the specific entity impacted. The following planning progress and requests for input during selectboard meetings are summarized below.

- *4/4/24: Project Start*
- *4/22/24: Planning meeting with town POC to establish planning team, alert community of planning process, and post hazard impact survey*
- *4/24/24: Kick-off meeting with planning team to discuss planning process and hazard impact survey.*
- *7/1/24: Coordination with road foreman to gather prospective infrastructure projects that mitigate flood risk*
- *7/10/24: Meeting with POC to develop Town Asset Summary.*
- *7/22/24: Meeting with POC and road foreman to develop prior damage narrative, infrastructure work during previous planning period, and prospective projects for the next planning period.*
- *7/31/24: Meeting with Fire Chief to discuss vulnerable populations and department status*
- *8/1/24: First draft sent to planning team for review and comment. Several small changes were suggested.*
- *8/5/24: Presentation at Selectboard meeting regarding potential disaster declaration, plan status and importance of submitting within 30 days of declaration date.*

- *8/15/24: Meeting with Town Treasurer to discuss planning considerations for diaster expenses. All neighboring towns were notified that the draft plan would be available for review and comment starting on via request to the Town Clerk. No comments were received.*
- *8/16/24: Draft Plan Submitted to VEM.*
- *9/27/24: Draft plan returned with request for revisions.*
- *10/11/24: Revised draft resubmitted to VEM.*

SECTION 2: HAZARD IDENTIFICATION

For this update, the previous hazard profile has been modified. The narrative methodology for the natural hazards profile combines the natural hazard categories outlined in the state mitigation plan and for each, considered prior history, current trends, and available data to estimate risk and as assessed in Section 3's Qualitative Risk Estimation Matrix. These hazards provide the basis of future mitigation strategies. A profiled hazard can have high, moderate, or low risk. Those hazards omitted from full profiling do not pose enough risk to substantiate mitigation efforts at this time due to lack of occurrence frequency and/or vulnerability.

While there are commonalties of natural hazard risk across most of the state and county, awareness of historic events, financial burden, state, and town level assessments can support trajectory for the future mitigation actions. As indicated in the 2023 SHMP, the hazards of most concern across the state are in-line with Concord. As it pertains to town-level assessments, the planning team reviewed the Natural Hazard and Risk Analysis Tool for changes and additions and feel that while the assessment methodology is distinct from the SHMP Hazard Assessment, there are comparative similarities in scoring relationships. The definitions of each hazard, along with historical occurrence and impact, are described below.

Types of Natural Hazards: weather /climate hazards (drought, hurricane/tornado, high winds, severe winter storm, extreme temperatures, climate change, lightning, hail), flooding, geological hazards (landslide / erosion, earthquake, naturally occurring radiation), and fire hazards.

2019 Profiled Hazards:

- Flooding
- Severe Winter Storm/Ice
- Extreme Cold

2024 Updated Profiled Natural Hazards:

- Severe Winter Storm
- Extreme Temperatures (hot and cold)
- Flooding/fluvial erosion//inundation/dam breach
- Infectious Disease

- Drought
- Fire

2.1 Profiled Hazards

The National Oceanic and Atmospheric Administration (NOAA) Storm data shows 76 events were reported between 09/01/2017 and 12/31/2023 in Essex County. These events included winter storms, flooding/flash floods, high wind, extreme cold, hail, thunderstorm/wind, and high heat. 43 of the reported events resulted in property damage county-wide. One event resulted in crop damage. There have been 19 disasters and 2 emergencies declared in Essex County from 1973 through 2023, the most recent being the Covid-19 Pandemic which affected all counties of Vermont. Incident types in Essex County have been Flood, Severe Storms, Hurricane, Severe Ice Storm, and Pandemic. Since 1996, Essex County has sustained close to $6M in property damage and approximately $800K in crop damage. Significant numbers given Essex County is the least populous county in the NE U.S. Winter Weather and Winter Storm (106 events) were the most numerous types of events and Flash Flood and Flood events had the highest damage costs.

Table 2-0: Summary of Vermont Emergency Declarations

Number	Year	Type
3595	2023	Flooding
3567	2021	Tropical Storm Henri
3437	2020	Pandemic (COVID-19) national 3/13/20
3338	2011	Hurricane Irene
3167	2001	Snowstorm
3053	1977	Drought

Source: FEMA

Table 2-1: Summary of Vermont Major Disaster Declarations since 1998 (Essex County: Bold and "" denotes Concord PA received).*

Number	Year	Type
4720	**2023**	**Severe Storm and Flooding**
4695	2023	Severe Storm and Flooding
4621	2021	Severe Storm and Flooding
***4532**	**2020**	**COVID-19**
4474	**2020**	**Severe Storm and Flooding**
4445	**2019**	**Severe Storms and Flooding**
4356	**2018**	**Severe Storm and Flooding**
4380	2018	Severe Storm and Flooding
4330	2017	Severe Storms and Flooding
4207	**2015**	**Severe Winter Storm**
4232	2015	Severe Storms and Flooding
4178	**2014**	**Severe Storms and Flooding**
4163	**2014**	**Severe Winter Storm**
4140	2013	Severe Storms and Flooding

4120	**2013**	**Severe Storms and Flooding**
4066	2012	Severe Storms, Tornado and Flooding
4043	2011	Severe Storms and Flooding
4022	**2011**	**Tropical Storm Irene**
4001	**2011**	**Severe Storms and Flooding**
***1995**	**2011**	**Severe Storms and Flooding**
1951	2010	Severe Storm
1816	2009	Severe Winter Storm
1790	**2008**	**Severe Storms and Flooding**
1784	2008	Severe Storms, Tornado and Flooding
1778	2008	Severe Storms and Flooding
1715	2007	Severe Storm, Tornado and Flooding
1698	**2007**	**Severe Storms and Flooding**
1559	2004	Severe Storms and Flooding
1488	2003	Severe Storms and Flooding
1428	**2002**	**Severe Storms and Flooding**
1358	2001	Severe Winter Storm
3167	2001	Snow
1336	2000	Severe Storms and Flooding
***1307**	**1999**	**Tropical Storm Floyd**
1228	**1998**	**Severe Storms and Flooding**
1101	1996	Severe Storms and Flooding
1063	**1995**	**Severe Storms and Flooding**
938	1992	Severe Storms and Flooding
840	**1989**	**Severe Storms and Flooding**
397	**1973**	**Severe Storms and Flooding**

Source: FEMA

2.1.1. An Introduction to Climate Change

The Town is aware that climate change has the potential to affect the risks caused by many hazards in the future. Climate change poses challenges for the town including more intense storms, frequent heavy precipitation, heat waves and cold spells, extreme flooding, drought conditions, and generally more unstable weather patterns. These climate changes pose risks to both public and private property, as well as economic risks. Engaging the community in developing mitigation strategies that reduce the town's vulnerability to the impacts of climate change and furthering the town's commitment to building a resilient community are important functions of this plan. The 2023 SHMP relays the following:

"Over the past several decades, there has been a marked increase in the frequency and severity of weather-related disasters, both globally and nationally. Most notably, the Earth has experienced a 1°F rise in temperature, which has far-reaching impacts on weather patterns and ecosystems. This statistically significant variation in either the mean state of the climate or in its variability, persisting for an extended period (typically decades or longer), is known as climate change. The Intergovernmental Panel on Climate Change (IPCC) forecasts a temperature rise of 2.5°F to 10°F over the next century, which will affect different regions in various ways over time.

Impacts will also directly relate to the ability of different societal and environmental systems to mitigate or adapt to change6. Increasing temperatures are forecasted to have significant impacts on weather-related disasters, which will also increase risk to life, economy and quality of life, critical infrastructure and natural ecosystems. The IPCC notes that the range of published evidence indicates that the costs associated with net damages of climate change are likely to be significant and will increase over time. It is therefore imperative that recognition of a changing climate be incorporated into all planning processes when preparing for and responding to weather-related emergencies and disasters. Most of the natural hazards identified in this plan are likely to be exacerbated by changes in climate, either directly or indirectly. The National Aeronautics & Space Administration (NASA) reports that global climate change has already had observable effects on the environment: glaciers are shrinking, sea ice is disappearing, sea level rise is accelerating, heat waves are occurring more frequently and intensely, river and lake ice is breaking up earlier, plant and animal ranges have shifted, and trees are flowering sooner. Though climate change is expected to have global reach, the impacts differ by region. While the southwestern United States is expected to experience increased heat, wildfire, drought and insect outbreaks, the northeastern region is predicted to experience increases in heat waves, downpours and flooding. Accordingly, consideration of climate change was identified as a key guiding principle of the 2023 SHMP, addressed in each of the pertinent hazard profiles and incorporated into all relevant mitigation actions." 2023 SHMP

From 1973 to 2006 (33 years), there were 13 Major Disaster Declarations in Vermont. From 2007-2023 (16 years), there were 28. In essence, double the disasters in half the time. It is commonly accepted that weather extremes are becoming more commonplace in Vermont. Since 2011, record setting snow, rain and cold have been experienced in the state. In recent years, it has become evident that human activities, mostly associated with the combustion of fuel, have added to the natural concentration of greenhouse gases in the atmosphere and are contributing to rapid climate change on a global scale. While projections of the effects of climate change vary, it is generally predicted that Vermont will have warmer temperatures year-round, with wetter winters and drier summers. An increase in the size and frequency of storms is also predicted. Thus, climate change in the next century will likely increase the chance of weather-related hazards occurring. An increase in precipitation may also result in increased flooding and fluvial erosion. Drier summers may increase the chance of drought and wildfire. A warmer climate may also result in the influx of diseases and pests that cold winters previously prevented. The severity of climate change is difficult to predict, though the effects may be mitigated somewhat if greenhouse gas emissions are reduced soon. In 2011, Governor Shumlin formed the *Vermont Climate Cabinet*. The Cabinet, chaired by the Secretary of Natural Resources, is a multidisciplinary approach to enhance collaboration between various state Agencies. Its primary objectives include providing the Governor with advisory information and facilitating climate change policy adoption and implementation. The 2022 NOAA National Centers of Environmental Information State Climate Summary concludes:

1. *Temperatures have risen about 3 degrees Fahrenheit since the beginning of the 20th Century in Vermont. 2010-2020 was the warmest 11-year period on record. As warming trends continue, the intensity extreme winter cold is projected to decrease.*
2. *Average annual precipitation has increased almost 6 inches since 1960.*

3. *Extreme weather events (e.g., floods and severe storms) are having a stronger impact on Vermont and extreme rainfall is projected to become more frequent and intense while long-term droughts continue to pose challenges to water-dependent sectors.*

The Vermont Climate Assessment has established state-level climate change information with implications for local surface waters. Vermont's average annual temperature has increased by almost 2°F (1.11°C) since 1900 with warming occurring twice as fast in winter. The assessment highlights five key messages for water resources in Vermont:

• *Due to extreme variation in precipitation with our changing climate, periods of prolonged dry-spells and drought, coupled with higher water usage in snowmaking and agriculture could exacerbate low water availability.*

• *Increases in overall precipitation, and extreme precipitation, have caused streamflows to rise since 1960. Climate change will further this pattern, although the overall increase in streamflow comes with disruptions in seasonal flows cycles.*

• *Increases in heavy precipitation jeopardize water quality in Vermont. Storms produce large runoff events that contribute to erosion and nutrient loading. Combined with warm temperatures, this creates favorable conditions for cyanobacteria blooms.*

• *Increased occurrence of high streamflows increase the risk of flooding that causes damage to many roads and crossing structures. Risk reduction requires addressing outdated and unfit structures.*

• *Nature-based solutions are an effective, low-cost approach to climate change adaptation. River corridor, floodplain, and wetland protection dampen flood impacts and improve water quality along with green infrastructure.*

2.1.2 Profiled Hazards

76 severe weather events were reported during the last planning period in Essex County. While not all events impacted Concord directly, the frequency of occurrence of event type during the last planning period helps to support the updated hazard profile in addition to the qualitative risk analysis included in this plan . Below is a discussion on each hazard profiled in this update.

Severe Winter Storm

Since the last approved plan, there have been 48 severe winter weather, storm, and cold events impacting the county (noaa.gov). According to the *2018 Vermont State All-Hazards Mitigation Plan*:

"Severe winter storms bring the threat of heavy accumulations of snow, cold/wind chills, strong winds, and power outages that result in high rates of damage and even higher rates of expenditures. A heavy accumulation of snow, especially when accompanied by high winds, causes drifting snow and very low visibility. Sidewalks, streets, and highways can become extremely hazardous to pedestrians and motorists. Severe winter storms develop through the combination of multiple meteorological factors. In Vermont and the northeastern United States, these factors include the moisture content of the air, direction of airflow, collision of warm air masses coming up from the Gulf Coast, and cold air moving southward from the Arctic. Significant accumulations of ice can cause hazardous conditions for travel, weigh down trees and power lines, and cause power outages. Freezing rain can also be combined with snowfall, hiding ice accumulation and further hindering travel, or with mixed precipitation and potentially ice jams or flooding."

Vermont is known for its cold snowy winters and Vermont towns and their residents are generally equipped to handle this weather. It is when the winter weather becomes extreme that a hazard is created. Severe winter storms bring heavy snow loads, ice, damaging winds, dangerous wind chills, below zero temperatures, power outages, downed trees and power lines, collapsed roofs and buildings, stranded motorists and vehicles, road closings, restricted transportation, and school and business closings. The physical impacts of winter storms are town wide due to the expansive nature of winter storms. A winter storm is defined as a storm that generates enough snow, ice or sleet to result in hazardous conditions and/or property damage.

Ice storms are sometimes incorrectly referred to as sleet storms. Sleet is like hail only smaller and can be easily identified as frozen rain drops (ice pellets) that bounce when hitting the ground or other objects. Sleet does not stick to wires or trees, but in sufficient depth, can cause hazardous driving conditions. Ice storms are the result of cold rain that freezes on contact with the surfaces coating the ground, tress, buildings, overhead wires and other exposed objects with ice, sometimes causing extensive damage. Periods of extreme cold tend to occur with these events. One of the major problems associated with ice storms is the loss of electrical power. Major electric utility companies have active, ongoing programs to improve system reliability and protect facilities from damage by ice, severe winds and other hazards. Typically, these programs focus on trimming trees to prevent encroachment of overhead lines, strengthening vulnerable system components, protecting equipment from lightning strikes and placing new distribution lines underground.

NOAA's National Centers for Environmental Information is now producing the Regional Snowfall Index (RSI) for significant snowstorms that impact the eastern two thirds of the U.S. The RSI ranks snowstorm impacts on a scale from 1 to 5, like the Fujita scale for tornadoes or the Saffir-Simpson scale for hurricanes. NCEI has analyzed and assigned RSI values to over 500 storms going as far back as 1900. New storms are added operationally. As such, RSI puts the regional impacts of snowstorms into a century-scale historical perspective. The index is useful for the media, emergency managers, the public and others who wish to compare regional impacts between different snowstorms. The RSI and Societal Impacts Section allows one to see the regional RSI values for particular storms as well as the area and population of snowfall for those storms. The area and population are cumulative values above regional specific thresholds. For example, the thresholds for the Southeast are 2", 5", 10", and 15" of snowfall while the

thresholds for the Northeast are 4", 10", 20", and 30" of snowfall. 2010, 2012 and 2015 have some of the highest rankings for notable storms. These rankings are based, in part on the severity of the storm using the following system. NOAA defines heavy snow as generally snowfall accumulating to 4" or more in depth in 12 hours or less; or snowfall accumulating to 6" or more in depth in 24 hours or less. In forecasts, snowfall amounts are expressed as a range of values, e.g., "8 to 12 inches." However, in heavy snow situations where there is considerable uncertainty concerning the range of values, more appropriate phrases are used, such as "...up to 12 inches..." or alternatively "...8 inches or more..." A Blizzard is defined as conditions that are expected to prevail for a period of 3 hours or longer that involve sustained wind or frequent gusts to 35 miles an hour or greater; and considerable falling and/or blowing snow (i.e., reducing visibility frequently to less than a ¼ mile). January 2016 was the last category 5 storm for the NE. The following table lists major NE snowstorms since the last approved plan. However, Concord remained relatively insulated from major damage or disruption.

Table 2-2: Major Northeast Snowstorms 2018-present

Event Date	Category	Description
January 3–5, 2018	1	Notable
March 1–3, 2018	1	Notable
March 5–8, 2018	2	Significant
March 11–15, 2018	2	Significant
March 20–22, 2018	1	Notable
December 14–18, 2020	2	Significant
January 30–February 3, 2021	3	Major
January 1-3, 2022	1	Notable

Table 2-3: NOAA's Regional Snowfall Index (RSI)

CATEGORY	RSI VALUE	DESCRIPTION
1	1–3	Notable
2	3–6	Significant
3	6–10	Major
4	10–18	Crippling
5	18.0+	Extreme

Regionally, the winter of 2010-2011 was the third snowiest on record with a total of 124.3 inches. In any Vermont community, this potential exists every winter for a storm that exceeds immediate capacity. Regional historic January snowfall totals fell in 1987 (47.5''), 1978 and 1979 (46.5'', 45.8''). Total average snowfall for the region in December is 26.2'', January is 22.6'', February averages are slightly less at 16.9'' and March is 18.3''. February 14th-15th, 2007 saw the greatest 24-hour max snowfall total at 23.5''. The snowfall totals are annual averages based on weather data collected from 1981 to 2010 for the NOAA National Climatic

Data Center. While declared snowstorm disaster have been declared for the county, Concord has not received PA funding for these events. Because such storms are expected during a Vermont winter, the town is well-equipped to deal with snow removal and traffic incidents. The most damaging types of snowstorms are ice-storms caused by heavy wet snow or rain followed by freezing temperatures. This leads to widespread and numerous power and telephone outages as lines either collapse due to the ice weight or are brought down by falling trees and branches.

There are no standard loss estimation models or methodologies for the winter storm hazards. Potential losses from winter storms are, in most cases, indirect and therefore difficult to quantify. According to the 2014 National Climate Assessment, there is an observable increase in severity of winter storm frequency and intensity since 1950. While the frequency of heavy snowstorms has increased over the past century, there has been an observed decline since 2000 and an overall decline in total seasonal snowfall (*2023 SHMP*). Refer to Table 2-4 for winter storm event narrative by date in the county during the last planning period.

The lack of power and telecommunications throughout the town is especially concerning for the most vulnerable populations; the elderly, disabled and medically dependent. Lack of access to power and telecommunication services can hinder response efforts. The Town equipment (trucks, plows, etc.) is maintained on a regular schedule and the Selectboard with the input from the Road Foreman, budget for equipment replacement.

Many of the impacts from these hazards can be reduced by using common sense and practicing preparedness measures such as staying off the snow and ice covered roads until they are cleared, having vehicles equipped with proper winter gear and snow tires, using moderation and resting when removing snow and cleaning up from a storm, keeping heating pipes cleared and well ventilated, keeping roofs clean of heavy snow/ice loads, checking on and helping the elderly and disabled residents of the community, and listening to the local weather forecast for storm updates. Participating in the free VT Alert system is highly encouraged and an important resource in emergency preparedness.

Based on past occurrences, the worst anticipated winter weather Concord could experience would be 2 to 3 feet of snowfall in a 24-hour period with more totals at higher elevations and several days of power outages. Using the wind chill scale and historical information, the estimate for extreme cold is negative 60 degrees Fahrenheit.

Table 2-4: Winter Storm Events in Essex County December 2017-2023

Location	Date	Type
ESSEX (ZONE)	12/12/2017	Winter Storm
ESSEX (ZONE)	12/22/2017	Winter Weather
ESSEX (ZONE)	12/25/2017	Winter Weather
ESSEX (ZONE)	01/04/2018	Winter Weather

ESSEX (ZONE)	01/13/2018	Winter Weather
ESSEX (ZONE)	02/04/2018	Winter Weather
ESSEX (ZONE)	02/07/2018	Winter Storm
ESSEX (ZONE)	03/07/2018	Winter Storm
ESSEX (ZONE)	03/13/2018	Winter Storm
ESSEX (ZONE)	11/13/2018	Winter Storm
ESSEX (ZONE)	11/15/2018	Winter Weather
ESSEX (ZONE)	11/26/2018	Winter Storm
ESSEX (ZONE)	01/08/2019	Winter Storm
ESSEX (ZONE)	01/19/2019	Winter Storm
ESSEX (ZONE)	01/29/2019	Winter Weather
ESSEX (ZONE)	02/12/2019	Winter Storm
ESSEX (ZONE)	03/22/2019	Winter Storm
ESSEX (ZONE)	11/11/2019	Winter Storm
ESSEX (ZONE)	12/29/2019	Winter Weather
ESSEX (ZONE)	01/16/2020	Winter Weather
ESSEX (ZONE)	01/18/2020	Winter Weather
ESSEX (ZONE)	02/07/2020	Winter Storm
ESSEX (ZONE)	03/23/2020	Winter Storm
ESSEX (ZONE)	04/09/2020	Winter Storm
ESSEX (ZONE)	01/02/2021	Winter Storm
ESSEX (ZONE)	01/16/2021	Winter Weather

ESSEX (ZONE)	02/02/2021	Winter Weather
ESSEX (ZONE)	02/16/2021	Winter Weather
ESSEX (ZONE)	04/16/2021	Winter Weather
ESSEX (ZONE)	04/21/2021	Winter Weather
ESSEX (ZONE)	11/26/2021	Winter Weather
ESSEX (ZONE)	12/18/2021	Winter Storm
ESSEX (ZONE)	12/25/2021	Winter Weather
ESSEX (ZONE)	01/11/2022	Extreme Cold/wind Chill
ESSEX (ZONE)	01/14/2022	Extreme Cold/wind Chill
ESSEX (ZONE)	01/17/2022	Winter Weather
ESSEX (ZONE)	01/20/2022	Cold/wind Chill
ESSEX (ZONE)	01/27/2022	Cold/wind Chill
ESSEX (ZONE)	02/03/2022	Winter Storm
ESSEX (ZONE)	02/25/2022	Winter Storm
ESSEX (ZONE)	03/12/2022	Winter Storm
ESSEX (ZONE)	12/16/2022	Winter Storm
ESSEX (ZONE)	01/19/2023	Winter Weather
ESSEX (ZONE)	01/25/2023	Winter Weather
ESSEX (ZONE)	02/03/2023	Extreme Cold/wind Chill
ESSEX (ZONE)	02/23/2023	Winter Weather
ESSEX (ZONE)	03/04/2023	Winter Storm
ESSEX (ZONE)	03/14/2023	Winter Storm

ESSEX (ZONE)	05/18/2023	Frost/freeze
ESSEX (ZONE)	11/26/2023	Winter Weather

Extreme Cold

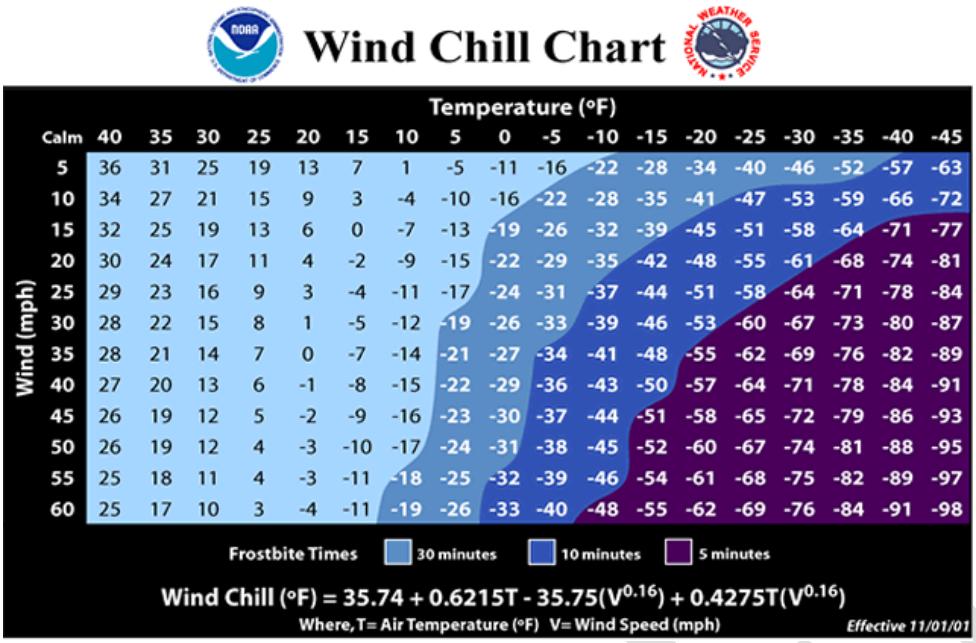
Since the last approved plan, there were five extreme cold events, most occurring in January of 2022. An arctic cold front moved across VT Friday night (1/14/22) creating dangerously cold wind chills of 25 to 40 below zero overnight Friday night into Saturday morning. Overnight air temperatures were 10 to 20 below zero. Table 2-4 includes narrative links for these events. The 2023 SHMP states:

"Extreme cold temperatures can have significant effects on human health and commercial and agricultural businesses, as well as primary and secondary effects on infrastructure (e.g. burst pipes from ice expansion and power failure). What constitutes "extreme cold" can vary across different areas of the country based on what the population is accustomed to in their respective climates. Exposure to cold temperatures can cause frostbite or hypothermia and even lead to heart attacks during physically demanding outdoor activities like snow shoveling or winter hiking. When temperatures dip below freezing, incidents of icy conditions increase, which can lead to dangerous driving conditions and pedestrian-related slipping hazards.
A large area of low pressure and cold air surrounding the poles, known as a polar vortex, is strengthened in the winter (Figure 44). When these polar vortex winds are distorted, due to cyclical strengthening and weakening or interaction with high-amplitude jet stream patterns, they have the potential to split into two or more patterns, allowing artic air to flow southward along a jet stream1. As this arctic air is able to access more southerly regions, extreme cold conditions can be observed in Vermont, which also have the potential to remain over the region for extended periods."

Recent extremes in cold temperatures are a concern and impact the entire town and region. 2015 tied the coldest winter (January to March) on record (1923) for Vermont according to the NOAA's National Climatic Data Center whose dataset dates to 1895. Cold temperatures are expected in the Northeast, but they can pose a serious threat to health and safety, especially as the severity and duration increases in conjunction with other technological (e.g., power outage, fuel oil delivery disruption) and societal (ability to purchase heating fuel) factors. Risk to people during major snow events include being trapped in vehicles, unable to drive on snow covered roads, increased risk of vehicle accidents, hypothermia, and dehydration. Additionally, heavy snow can cause roofs to collapse which can injure or kill people inside.

The NOAA Wind Chill Chart identifies those temperatures and associated wind speeds that may cause frostbite if skin is exposed to the air over a certain period.

Table 2-5: NOAA Wind Chill Chart



In anticipation of extreme cold temperatures, the National Weather Service may issue the following watches, warnings or advisories, which are aimed at informing the general public as well as the agricultural industry:

- ***Wind Chill Warning***: *Dangerously cold wind chill values are expected or occurring*
- ***Wind Chill Watch***: *Dangerously cold wind chill values are possible*
- ***Wind Chill Advisory***: *Seasonably cold wind chill values but not extremely cold values are expected or occurring*
- ***Hard Freeze Warning***: *Temperatures are expected to drop below 28°F for an extended period of time, killing most types of commercial crops and residential plants*
- ***Freeze Warning***: *Temperatures are forecasted to go below 32°F for a long period of time, killing some types of commercial crops and residential plants*
- ***Freeze Watch***: *Potential for significant, widespread freezing temperatures within the next 24-36 hours*
- ***Frost Advisory***: *Areas of frost are expected or occurring, posing a threat to sensitive vegetation*

Flooding

For Concord, flooding mainly occurs when small streams overflow and run down into town where the population is concentrated. Concord is logging town and copious deforestation has reduced the natural drainage protection that forest stands provide. Overall, flooding is the most common recurring hazard event in the state of Vermont.

There are three main types of flooding that occur in Vermont: flooding from rain or snow melt, flash flooding and urban flooding. Flooding has also been known to occur because of ice jams in

rivers adjoining developed towns and cities. While ice jam risk for the town is considered low, these events may result in widespread damage in major river floodplains or localized flash flooding caused by unusually large rainstorms over a small area. The effects of all types of events can be worsened by ice or debris dams and the failure of infrastructure (especially culverts), private and/or beaver dams. Rainstorms are the cause of most flooding in town. Winter and spring thaws, occasionally exacerbated by ice jams, are another significant source of flooding, especially when coupled with high rain levels. Much of this flooding is flash flooding, occurring within hours of a rainstorm or other event. Flash flooding, as opposed to flooding with a gradual onset, causes the largest amount of damage to property and infrastructure. Flash flooding is characterized by intense, high velocity torrent of water that occurs in an existing river channel with little or no notice. Flash floods are very dangerous and destructive not only because of the force of the water, but also the hurling debris that is often swept up in flow. This type of flooding threatens high-elevation drainage areas and typically occurs during summer when a large thunderstorm or a series of rainstorms result in high volumes of rain over a short period of time, particularly on already saturated soils from a spring melt. Floods cause two major types of damage: water damage from inundation and erosion damage to property and infrastructure. The 2018 Vermont State All-Hazards Mitigation Plan discusses flooding extensively:

"Flooding is the most common recurring hazard event in Vermont. In recent years, flood intensity and severity appear to be increasing. Flood damages are associated with inundation flooding and fluvial erosion. Data indicate that greater than 75% of flood damages in Vermont, measured in dollars, are associated with fluvial erosion, not inundation. These events may result in widespread damage in major rivers' floodplains or localized flash flooding caused by unusually large rainstorms over a small area. The effects of both inundation flooding and fluvial erosion can be exacerbated by ice or debris dams, the failure of infrastructure (often as a result of undersized culverts), the failure of dams, continued encroachments in floodplains and river corridors, and the stream channelization required to protect those encroachments."

The Town of Concord has a history of flooding; however none have been totally devastating. Since the last approved plan, there have been two flood-related events in the county. The table below includes the NOAA-recorded flood events for Essex County during the last planning period.

Table 2-6: Flood *Events in Essex County December 2017-2023*

Location	Date	Type
Totals:		
CANAAN	11/01/2019	Flood
BLOOMFIELD	07/10/2023	Flash Flood

The town is susceptible to both flash flooding in higher elevation areas and overbank flooding in some lower lying areas. These events are frequently caused by excessive rainfall over an extended period of time, heavy spring snow runoff, and ice jams. The damage from a river flood can be widespread as overflow affects rivers and streams downstream and can cause dams and dikes to break, inundating lower lying areas. Fluvial erosion of riverbanks, which often

accompanies flood events due to the narrow stream valleys and steeply sloped topography, can severely threaten mountain communities. This is because most of rural town development lies in valley areas along rivers and streams. Infrastructure and structures within the narrow stream valleys receive drainage from the higher elevations and are often the most vulnerable to damage from flash flooding. Although flash floods are not frequent events, hazards posed can be significant as seen with the state-wide flooding from Tropical Storm Irene in the summer of 2011 and to some extent, the July 2023 flood event.

Essex County received nearly 6 inches of rain in June 2015, but flooding did not result. This amount is high but not highest for the region. 9.65'' fell in 1973 in Saint Johnsbury and the greatest 24-hour rainfall records for the town occurred on May 30th, 2011, at 6.47''.

In July of 2023, catastrophic flooding caused by a storm system that dropped between 6 to 9 inches of rain in many areas throughout the state resulted in catastrophic damage to many areas in the state. Fortunately, Concord was spared from significant impact from this event. The storm, which initially struck New York before moving to New England, resulted in severe flooding that shut down major roads and highways and prompted hundreds of evacuations. Two major rivers, the Winooski and the Lamoille, surpassed water level records set during 2011's Hurricane Irene. Statewide, the impact on individuals and businesses was unprecedented during the July 2023 event. Equally unique was that the damage to homes was not caused by river flooding, but either existing brooks that jumped their banks, or surface water from runoff entering their homes. Water entering from existing basement drains was another major contributor to basement flooding. The event was a reminder how severe and relatively arbitrary damage locations can be based on weather patterns. People are at risk during flooding events. Vehicles crossing inundated roads can be swept away in the current causing significant safety risks to drivers and rescue services. Electrical systems can short circuit, increasing risk of electrocution and homes can be flooded, exposing people to toxins in the present tense and in the future with mold development. Water systems can become contaminated, furthering risk to health. Exactly to the day, another storm brought flooding to the state in July 2024. Damage was extensive, with significant damage in central Vermont and counties east and west. Concord was impacted significantly and recovery to damaged infrastructure occurred in parallel to the development of this plan. Many rivers reached flood stage and Vermont's Urban Search and Rescue teams, and the Vermont National Guard were activated.

Table 2-7: Bulk PA Funding as a Result of Flooding

Disaster Number	Declaration Date	Incident Type	Applicant Name	Number of Projects	Federal Share Obligated
1698	05/04/2007	Severe Storm(s)	CONCORD (TOWN OF)	2	$14,110.55
1995	06/15/2011	Severe Storm(s)	CONCORD (TOWN OF)	2	$33,656.48

4001	07/08/2011	Severe Storm(s)	CONCORD (TOWN OF)	40	$579,281.38

The Federal Emergency Management Agency (FEMA) has designated floodplains in the town. As defined below, the areas along these rivers are particularly at risk for flooding and are identified by FEMA as 100-year floodplain. Areas within the river corridor are also considered areas of flood and erosion risk as rivers and streams seek equilibrium in accommodating the high flows causing major flood and erosion damage outside of special flood hazard areas. Vermont Agency of Natural Resources has mapped river corridors for these stream segments along with special flood hazard areas. The ANR FLOOD READY link shows river corridors overlays and FEH zones.

Table 2-8: Flood Zone Definitions

Flood Zone Definitions	
Floodway	The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height; also known as the regulatory floodway as designated and determined by FEMA.
Floodway Fringe or Floodplain	The remaining portion of special flood hazard areas after exclusion of the floodway; also known as floodplain.
Fluvial Erosion	The erosion or scouring of riverbeds and banks during high flow conditions of a river. Fluvial erosion can be catastrophic when a flood event causes a rapid adjustment of the stream channel size and/or location.
Fluvial Erosion Hazard Zone	Includes the stream and adjacent lands necessary to accommodate the slope and plan form requirements of a geomorphically stable channel and is subject to fluvial erosion as defined by the Vermont Agency of Natural Resources and delineated on the current Fluvial Erosion Hazard Zone Map.
Special Flood Hazard Area	The land in the flood plain within a community subject to a 1 percent or greater chance of flooding in any given year; also known as floodplain. As designated by FEMA.
River Corridor	The land area adjacent to a river that is required to accommodate the dimensions, slope, planform, and buffer of the naturally stable channel and that is necessary for the natural maintenance or natural restoration of a dynamic equilibrium condition and for minimization of fluvial erosion hazards, as delineated by the Agency of Natural Resources in accordance with river corridor protection procedures.

Concord is supported by its extensive and undisturbed wetlands that help sponge up excess water from major rainfall events. Flooding does happen however, in a few areas in the village of Island Pond where denser development and roads constrain flows. Structures at the intersection of Railroad and Meadow Streets are prone to flooding. Despite five culverts in place on Meadow Street, washouts still occur. Flooding of the adjacent properties is even more common, although the high water rarely actually reaches the first floor of the houses in the area. Previous experiences have proven to the town that flooding is the greatest risk and another flood event is probable by the time this plan requires an update. With this conviction, the need to complete viable mitigation actions to town infrastructure becomes incredibly important and the town remains aware of this. The following chart indicates the history of occurrence with regard to this hazard in Concord. Data on the fluvial erosion damage in number of acres lost was not found for

the events. Fluvial erosion extent data is unavailable. Information to complete the history of occurrences was taken from the National Oceanic and Atmospheric Administration (NOAA), National Center for Environmental Information (NCEI), formally the National Climate Data Center, the FEMA Declared Disasters in Vermont data base, the State of Vermont Hazard Mitigation Plan, and town records.

Table 2-9: History of Major Flood Occurrences

Date and Disaster Declaration Number if applicable	Event (By FEMA classification)	Location	Extent and impacts
7/7/2023 DR 4720	Severe Storm and Flooding	Countywide	A storm system dropped between 6 to 9 inches of rain in many areas throughout the state. Two major rivers, the Winooski and the Lamoille, surpassed water level records set during 2011's Hurricane Irene. The storm initially struck New York before moving to New England and resulted in severe flooding that shut down major roads and highways and prompted hundreds of evacuations. The flooding caused 14 Vermont rivers to be in flood stage 2. Concord had a minor impact from this event
8/26/2011 – 9/2/2011 DR 4022-VT	Tropical Storm causing mass, severe flooding and flash flooding, and fluvial erosion.	Countywide	Tropical Storm Irene tracked north northeast across eastern New York and western New England producing widespread flooding, and damaging winds across the region. The greatest impact across central and southern Vermont was due to catastrophic flash flooding as a result of 4 to 7+ inches of rainfall Concord had moderate damage from this event.
April 27, 2011	Flood	Countywide	Snowmelt from an above normal snowpack and daytime high temperatures in the 50s and 60s on the 25th and 26th, combined with rainfall of a half to one inch early on the 26th to set the stage for a significant flood event across the region. Late in the day on the 26th into the early morning hours of the 27th thunderstorms repeatedly moved over central and northern Vermont, dumping over two inches of rain into already saturated soils and swollen rivers and streams. Flash flooding during the overnight hours late on the 26th quickly transitioned into river flooding by the morning of April 27. Runoff from heavy rain and snowmelt caused flash flooding across Essex County VT. Numerous roads and culverts were washed out. In Beecher Falls, several homes were flooded

			and the fire station was flooded by 6 feet of water.
The Great New England Hurricane of 1938	Flood/Flash Flood Severe Storm	Countywide	One of the most powerful and destructive hurricanes to hit southern New England and the region of Southeast Vermont with winds over 100 mph. Authorities were unaware of the magnitude so no evacuation procedures were instituted and very few precautions were taken. The only tropical cyclone to make a direct hit on Vermont in recorded history. Hurricane-force winds caused extensive damage to trees, buildings, and power lines..
11/02/1927-11/04/1927 (Flood of 1927)	Flood	Countywide	Montpelier flood gauge at 27.10 feet. One of VT's worst disasters. Heavy rain, 4-9 inches statewide, fell on frozen ground. Damage and loss of live occurred with 84 deaths, over 1,000 bridges taken out, over 600 farms and businesses destroyed, and miles of roads and railways claimed. No specific data for Town of Concord.

Inundation and Floodplains

The state has further identified and classified roads at risk of erosion. Regarding flood inundation issues, the *2018 Vermont State All-Hazards Mitigation Plan* states:

Inundation flooding is the rise of riverine or lake water levels, while fluvial erosion is streambed and streambank erosion associated with physical adjustment of stream channel dimensions (width and depth). Both inundation flooding and fluvial erosion occur naturally in stable, meandering rivers and typically occur as a result of any of the following, alone or in conjunction:

• Rainfall: Significant precipitation from rainstorm, thunderstorm, or hurricane/tropical storm. Flash flooding can occur when a large amount of precipitation occurs over a short period of time.
• Snowmelt: Melted runoff due to rapidly warming temperatures, often exacerbated by heavy rainfall. The quantity of water in the snowpack is based on snow depth and density.
• Ice Jams: A riverine back-up when flow is blocked by ice accumulation. Often due to warming temperatures and heavy rain, causing snow to melt rapidly and frozen rivers to swell.

Inundation and fluvial erosion may both increase in rate and intensity as a result of human alterations to a river, floodplain, or watershed. For instance, when a dam fails there may be significant, rapid inundation which can occur without warning. Public and private structures and infrastructure become vulnerable when they are located on lands susceptible to inundation and fluvial erosion.

Riverine Inundation Flooding:

The land area where inundation flooding occurs is known as the floodplain. During high water events, water flows out of the riverbank and spreads out across its floodplain. FEMA defines the portion of the floodplain inundated by the 1% annual chance flood as the Special Flood Hazard Area (SFHA); the area where the National Flood Insurance Program (NFIP) floodplain management regulations must be enforced and where the mandatory purchase of flood insurance applies for federally secured loans.

Inundation flooding on larger rivers and streams typically occurs slowly, over an extended period but can spread out over a large area of land. Due to the slower onset of inundation flooding on larger rivers, there is time for emergency management planning (e.g. evacuations, electricity shut-off considerations, etc.) to take place. Though the inundation floodwaters are slower to hit, they often take time to recede as well, and exposure to water for an extended period of time can result in significant property damage. U.S. Geological Survey's (USGS) National Water Information System monitors real-time streamflow gaging stations in Vermont.

Fluvial Erosion

Fluvial erosion occurs most significantly during flood events, and therefore the history of occurrences for flood also includes fluvial erosion. High risk locations are in the mapped SFHA and River Corridors. This erosion occurs on a consistent, but small-scale, basis within the riparian corridor of the town streams and rivers. This is a part of normal natural processes and as such is necessary for the proper functioning of the ecosystem of these waterways. However, fluvial erosion on a large scale can damage stream banks and undercut infrastructure such as roads, bridges and culverts as well as agricultural land and structures, causing severe damage. Fluvial erosion on a large scale can cause stream bank collapses, which are generally classified as landslides. Most flood damage is associated with fluvial erosion rather than inundation. The *2018 Vermont State All-Hazards Mitigation Plan* contains the following discussion of fluvial erosion:

In Vermont, most flood-related damage is due to fluvial erosion. Erosion occurs when the power of the flood (i.e. the depth and slope of the flow) exceeds the natural resistance of the river's bed and banks. Rivers that have been overly straightened or deepened may become highly erosive during floods, especially when the banks lack woody vegetation, or when the coarser river bed sediments have been removed. In areas where rivers are confined due to human activity and development, they have become steeper, straighter, and disconnected from their floodplains. The more trapped the river is, the greater power it will gain, which eventually results in a greater degree of damage to critical public infrastructure such as roads and stream crossings, as well as homes, businesses, community buildings and other man-made structures built near rivers. Fluvial erosion is also increased downstream when all the eroded materials (i.e., sediment and debris) come to rest in a lower gradient reach, clog the channel, and cause the river to flow outside its banks. When severe enough, fluvial erosion can also be the cause of Landslides (see Landslides). The land area that a river accesses to meander and overtop its banks to release flood energy without excessive erosion is known as the River Corridor. A river corridor includes the meander belt of a stream or river and a buffer of 50'. The River Corridor, as defined in Vermont statute, is: the land area adjacent to a river that is required to accommodate the dimensions, slope, planform, and buffer of the naturally stable channel and that is necessary for

the natural maintenance or natural restoration of a dynamic equilibrium condition, as that term is defined in section 1422 of this title, and for minimization of fluvial erosion hazards, as delineated by the Agency of Natural Resources in accordance with river corridor protection procedures.

Vermont's River Corridor maps delineate river corridors for larger streams and rivers, and standard setbacks for smaller, upland streams. The setbacks were determined by factoring in the same stable stream slope requirements used when delineating a river corridor using a meander centerline setback. These maps are located on the Vermont FloodReady3 and Vermont Natural Resources Atlas websites.

Erosion is exacerbated by failure of infrastructure including roads, culverts, bridges and dams. The sediment and stone that is dislodged can expose roots of trees and vegetative buffers which become detached and carried downstream blocking culverts and bridges causing further flood damage. Concord's exposure is limited by the length and character of the rivers within the town, the potential for significant property damage under unique circumstances is a concern. Therefore, new river corridor data will be evaluated as it becomes available to identify any potential problem areas and any measures that will minimize or eliminate the impact of fluvial erosion shall be implemented. No extent data is available for the town of Concord.

Ice Jams and Dam Failure

Ice jams, which can cause rapid and catastrophic flooding, are considered increasingly hazardous in parts of Vermont. In addition to the inundation damage they cause, ice jams can block infrastructure such as roads and culverts. Ice jams pose a risk in the town. Jams on the Moose River near Fornier Road can block the road in one example. A list of historic ice jams, including municipalities and streams, is maintained by VEM and the Vermont Agency of Natural Resources (ANR). The US Army Corps of Engineers Cold Regions Research and Engineering Laboratory maintains a more specific database of ice jams, which includes over 987 events in Vermont with the latest occurring in 2018. Historic events in Concord include an ice jam recorded at USGS gage Kirby Brook at Concord VT on March 17, 1968 with a discharge of 5.0 cfs. Another on Kirby Brook on March 9th, 1966 at 6.63 feet due to an ice jam with discharge at 14 cfs. Regionally, nearby Passumpsic had 19 (10th highest in the state) and St. Johnsbury had 38 (5th highest in the state) with the Connecticut River being number one in the state with 84 recorded ice jams. The Moore Reservoir, a large body of dammed water on the Connecticut River, is the southern border of Concord. There is a man-made dam on Miles Pond and a natural dam on Shadow Lake. The Miles Pond Dam was constructed in 1969 by the Department of Water Resources and replaced an existing milldam, which had been at the site since at least 1900. The Dam was reconstructed in 1993 to include a widened and stabilized emergency spillway. This DEC-owned, recreational dam is listed as a significant hazard dam on the Vermont ANR website with no current emergency action plan in place but DSP is working on one.

Upstream on the Connecticut River there is the Gilman Dam and the Stratford Dam. There is little or no residential or business population along Connecticut River. There are occasional beaver dam flooding related problems, especially near Moose River Bridge. If water gets high enough the school may be inaccessible. A dam failure may occur for multiple reasons, such as an

overtopping caused by floods that exceed the capacity of the dam, deliberate acts of sabotage, structural failure, movement of the foundation supporting the dam, soil erosion in embankment dams, and inadequate maintenance and upkeep. VEM classifies dams according to the potential impact on loss of life and property damage to downstream areas if it were to fail. The Downstream Classification System used by the State is the same as that used by the U. S. Army Corps of Engineers and is shown below.

Table 2-10: Downstream Classification System

Class	Hazard Category	Potential Loss of Life	Potential Property Damage
3	Low	None expected (No permanent structures for human habitation)	Minimal (Undeveloped to occasional structure or agriculture)
2	Significant	Few (No urban developments and no more than a small number of inhabitable structures)	Appreciable (Notable agriculture, industry, or structures)
1	High	More than few	Excessive (Extensive community, industry, agriculture)

Dam dewatering is the manipulation of waterflow from a dam to reduce pool level and risk of a dam breach and to manage or eliminate flooding damage upstream. According to the *2018 Vermont State All-Hazards Mitigation Plan*:

> "*The VT Agency of Natural Resources (ANR) Dam Safety Program maintains an inventory of 1205 dams (including 85 ANR owned dams) with impoundments greater than 500,000 cubic feet*".

Failure of any of these dams could result in significant downstream flooding. There are 55 high hazard dams on the dam inventory, none of which are considered at significant risk for failure in the town. There have been no recent or historically relevant flooding events associated with the failure of any dam in Vermont. However, as stated in FEMA Guide P-956 "*Living with Dams: Know Your Risks*" (2013): "Although dam failures are infrequent, the impacts can be catastrophic, often far exceeding typical stream or river flood events."

Extreme Heat

2023 was the hottest year on record for Vermont. Extreme heat and prolonged periods of hot weather have direct and indirect effects on other hazards such as drought, wildfire, invasive species, and infectious disease. Vermont has a climate where extreme heat is less likely than other regions in the country. However, heat-related events do occur and are beginning to occur in much greater frequency. While climate change specific to extreme temperatures is considered a high risk, associated hazards are not, by default, included as high risk. Vermont has a climate where extreme heat may be less likely than other regions in the country, but observation of temperature increases in the state have resulted in some concern. Extreme maximum temperatures are often observed during drought years, and in many cases, the records that are

broken were long-standing and set during previous droughts. It should be noted that a heat wave could be either a boon or a bane depending upon the time of year and the antecedent conditions. For example, the hot conditions of August 1996 followed a cool, wet summer, thereby providing an extra boost for plants. The 2023 SHMP states:

"Extreme hot temperatures can have significant effects on human health and commercial and agricultural businesses, as well as primary and secondary effects on infrastructure (e.g. damage to asphalt roadways from softening). What constitutes "extreme heat" can vary across different areas of the world based on what the population is accustomed to in their respective climates. An example of this difference in acclimatization can be understood when comparing analyses of excess mortality due to heat: in New York City, the data show that the heat index threshold needs to reach at least 95°F to measure a significant rise in heat-related mortality, whereas the threshold in Montreal, Canada, only 400 miles north, is 91°F and did not need to factor in heat index. Similar epidemiological analyses completed by the Vermont Department of Health suggest that the heat threshold in which hospitals in the State see a rise in heat-related emergency room visits is 87°F1 . Temperature fluctuations are a result of several meteorological processes2 . Due to the tilt of Earth's axis, regions of the globe receive varying levels of solar radiation. The delta between these levels produces circulation patterns at the global level, which drive air and storm system movement via air masses. Air masses, as defined by NOAA, are thousands of feet thick and extend across large areas of the earth. Air masses that form over tropical ocean regions will become exceptionally hot and humid, while those masses above high latitude continents will become cool and dry. When these air masses meet, a front is created; fronts can either be cold or warm. In addition to these air mass and front-related impacts humans feel at ground level, movement of narrow bands of strong wind high in the atmosphere, known as jet streams, maneuver weather systems below and transfer heat and moisture across the globe. The speed and intensity of the jet stream will affect the duration and temperature associated with a cold or warm front. Extremely high temperatures can occur when a high-pressure system (under which air is descending toward the Earth's surface) develops and intensifies. Under such conditions, the potential for a heat wave exists. A heat wave is a period of three or more consecutive days during which the maximum temperature meets or exceeds 90°F." 2023 SHMP

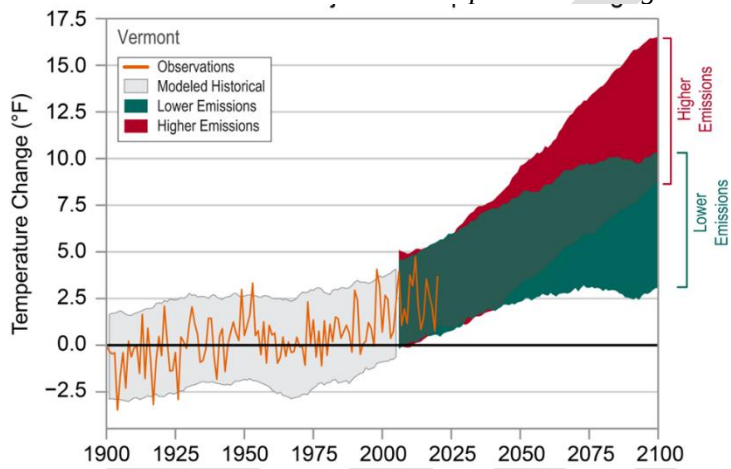
In anticipation of extreme heat events, the National Weather Service (NWS) may issue the following advisories:

- *Excessive Heat Outlook: A period of excessive heat is possible within the next 3 to 5 days.*
- *Heat Advisory – Take Action: A period of excessive heat is expected. The combination of hot temperatures and high humidity will create a situation in which heat related illnesses are possible. Heat Advisories are issued when heat indices are expected to reach at least 95°F*
- *Excessive Heat Watch: A prolonged period of dangerous excessive heat is possible within about 48 hours.*
- *Excessive Heat Warning – Take Action: A prolonged period of dangerous excessive heat is expected within about 24 hours. The combination of hot temperatures and high humidity will create a situation in which heat related illnesses are possible.*

Excessive Heat Warnings are issued when heat indices are expected to reach at least 105°F.

The National Centers for Climate Information show that temperatures in Vermont have risen about 3°F since the beginning of the 20th century. While there are no data trends on the number of hot days (days with temperatures of 87°F or greater, the past 11 years (2010-2020) was the warmest period in history and 2023 was the warmest year Vermont has ever seen. In fact, 2023 was the planet's warmest year on record, according to an analysis by scientists from NOAA's National Centers for Environmental Information (NCEI). Under a higher emissions pathway as shown below, we can expect unprecedented warming to continue through this century, while the intensity of extreme winter cold will drop as well.[1]

Table 2-11: Observed and Historical Temperature Change Scale



Source: NOAA National Centers for Environmental Information, State Climate Summaries 2022. https://statesummaries.ncics.org/chapter/vt

Unseasonal Heat

Higher spring and fall temperatures are leading to longer freeze-free seasons, as well as "backward" or "false" springs, where warming temperatures in the late winter or spring are followed by snow or freezing rain. These events are happening more frequently, and rapid thawing and refreezing are likely to damage roads. Early spikes in temperatures can also curtail maple production and disrupt the region's outdoor recreation sector.

March 8-9, 2000, is the only excessive heat event for Vermont on NOAA's records, impacting Windham and Bennington Counties. Temperatures climbed through the 60s to near 70°F on both afternoons. At Albany International Airport, the high of 66°F on March 8 established a new record high, eclipsing the old record of 64°F set in 1942. On March 9, the temperature reached 68°F, replacing the old daily record high of 66°F set in 1977. March of 2012 set new records. March 17, 2012: Winter of 2011-12 had temperatures that averaged 4-5°F above normal and

[1] Runkle, J., K.E. Kunkel, S.M. Champion, L.-A. Dupigny-Giroux, and J. Spaccio, 2022: Vermont State Climate Summary 2022. NOAA Technical Report NESDIS 150-VT. NOAA/NESDIS, Silver Spring, MD, 4 pp.

snowfall 40-60% of normal. This combination accounted for snowpack across the region to be largely below normal or even non-existent by mid-March. In Vermont, temperatures climbed into the 70s March 18 and low-80s. March 19-22, 2012: Record heat was recorded across all of Vermont with maximum temperatures 30-40°F above normal and some daily records being broken by 10°F or more. This event caused an estimated reduction of 30% of maple sugar production, resulting in an estimated impact of nearly $10 million. In addition, there was significant loss of ski industry revenue due to a 25-50% reduction in snow loading.

Dangerously High Summer Heat

Heat is most likely to pose the greatest risk to human health in July, which is typically the hottest month of the year. In July of 1911, the region had a 12-day average of 90.75°F. The summer of 1949 was also very hot, with 25 days above 90°F. It is important to note here, however, that hot weather can have health impacts at even lower temperatures, with health risks increasing considerably when temperatures reach the mid-to-upper 80s4 . Between 2000 and 2017, the number of recorded days per year with a daily temperature high greater than or equal to 85°F peaked during the 2016 summer at 45 days, closely followed by the summer of 2015 at 41 days in Burlington. A heat wave across Vermont in late July 2022 resulted in seven consecutive days of temperatures above 80°F from July 20 through July 26. Maximum temperature reached 89°F on July 21st and July 24.

- *August 1-2, 2006: A heat ridge moved into Vermont during the early morning August 1. Temperatures soared into the 90s but significantly more important were dewpoints that reached the middle to upper 70s to produce excessive heat index values of 100°F to 105°F, some of the highest values in nearly a decade.*

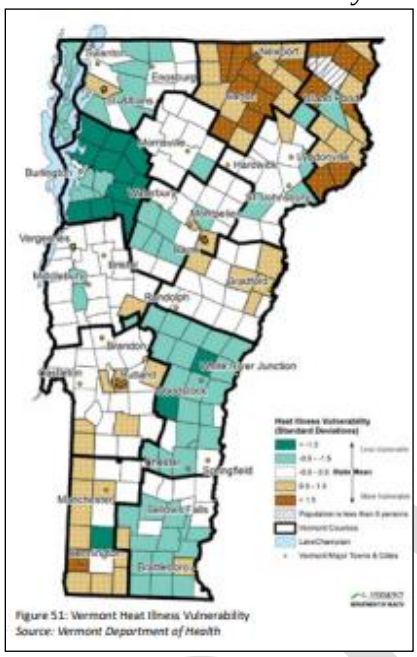
- *July 21, 2011: Temperatures across much of southern Vermont warmed into 90s with dew points in the 70s, combined with the hot temperatures and resulted in heat indices of 100°F to 104°F. This was the 2nd day of a 3 to 4-day heat wave across a large portion of Vermont with heat index values of 100°F to 108°F across the Champlain and Connecticut valleys as well as some interior valleys.*

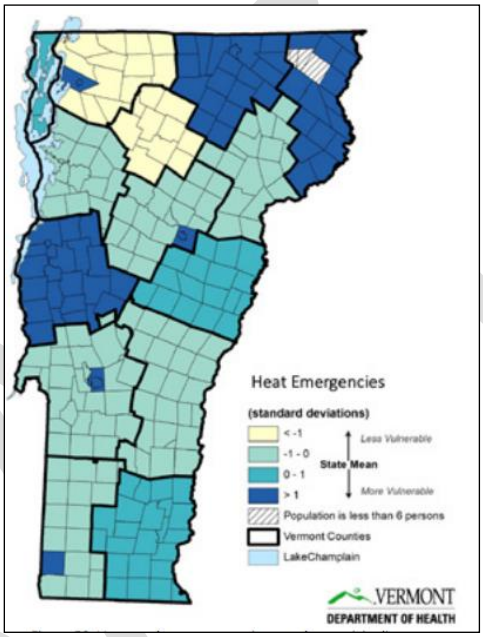
- *July 1st-6th, 2018: A dangerous heat wave, one of which that likely hasn't impacted the North Country in decades occurred. High temperatures exceeded 90 degrees for at least 5 of the six days in many locations were above 85 degrees for 7 days. Heat indices, the combination of temperature and humidity, were recorded in the 100 to 110 range considered excessive and very dangerous. A substantial increase in hospitalizations occurred due to the excessive heat and duration and at least 4 deaths were attributed to the heat. Burlington VT witnessed the warmest consecutive stretch since records have been kept in 1892. Also, the ALL-TIME warmest minimum temperature was recorded on July 2nd of 80 degrees, breaking the old record of 78 degrees.*

The Heat Vulnerability in Vermont report suggests that Vermonters are at a greater risk for serious, heat-related illness – potentially even death – when the statewide average temperature reaches or exceeds 87°F. The Health Department's Climate & Health Program has reviewed six heat vulnerability themes (population demographics of a town or city, socioeconomic status, health status of residents, environmental characteristics, the ability of residents to acclimate to

hot temperatures and emergency room visits for heat illness) and determined a thematic vulnerability for each. In general, those at higher risk during hot weather include older adults and children, people with chronic medical conditions, people active outdoors, people without air conditioning, and people living in more urbanized parts of Vermont. The hot-weather vulnerability maps by theme, and more information regarding the health impacts of increasing temperatures and prolonged periods of hot weather are available at the Department of Health's Climate & Health website.

Table 2-12: Heat Vulnerability and Emergency Mapping





Source: https://www.healthvermont.gov/sites/default/files/documents/pdf/ENV-CH-hot-weather-planning-guidance.pdf

Vermont data indicate that Vermont residents experience heat-related illnesses at temperatures lower than in many other parts of the country. This is likely related to how infrequently hot weather occurs in Vermont, which has several impacts:

- We do not experience enough hot weather for people's bodies to adapt to hotter conditions.
- Many homes in Vermont are not adequately weatherized and do not have air conditioning.
- At a state and community level, we have not developed plans and policies needed to be prepared for hot weather.
- At an individual level, it can be hard to adapt behaviors to stay safe during hot weather, and Vermont has a large population of older adults, who are at more risk for heat-related illnesses.

The primary impact of extreme heat or prolonged periods of hot weather is to human life. Hot conditions, especially when combined with sun and high humidity, can limit the body's ability to

thermoregulate properly. Prolonged exposure to hot conditions can lead to heat cramps, heat exhaustion, heat stroke, or exacerbate other pre-existing medical conditions. Some of these impacts require medical attention and can be fatal if left untreated. Heat kills more people in the US each year than any other type of weather event. A new guidance report released by the Vermont Department of Health highlights the health risks from extreme heat. The report is informed by the 2021 heat wave in the Northwestern US and Western Canada, an area with a similar summer climate to Vermont. More than 1,400 people died during that event. Between 2009 and 2019, the Vermont Department of Health reports that there was an average of 104 heat-related emergency department (ED) visits per year and 12 total heat-related deaths across the state. Heat-related ED visits have trended up over that period by more than 2 additional ED visits each year. 2018 was the deadliest year in recent record, with 173 heat-related ED visits and 5 heat-related deaths in total, including 90 ED visits and 4 deaths during a 6-day heat wave in early July. These numbers only include ED visits and deaths specifically attributed to heat in a hospital or death record. (Data at the County level is not available.). Heat-related illnesses mainly occur between May and September. It takes time for our bodies to adjust to warmer weather, so unseasonably hot days early in the year can be particularly harmful.

Table 2-13: Heat Index with ED Visits

	May	June	July	August	September
Average daily high heat index* (°F), Burlington Airport	68°	75°	83°	81°	72°
Heat-related ED visits, statewide total, per month (2009-2019)	14	19	47	17	7

The risk for heat-related illnesses and deaths increases substantially when the heat index reaches 90°F or above in Burlington – which is equivalent to about 85°F in cooler places like Concord. All ED visits and deaths (related to any cause) increase as the heat index rises, as many chronic physical and mental health conditions are worsened by heat exposure.

Table 2-14: Heat Index Magnitude and Frequency with ED Visits and Deaths

Max heat index (°F), Burlington Airport	Days per year*	Heat-related ED visits, per day*	Heat-related deaths, total*	All ED visits, per day*	All deaths, per day*
Less than 80°	97	0.2	2	742	12.9
80° - 89°	46	1	2	778	13.3
90° - 94°	6	3	2	789	14.1
95° or hotter	3	7	6	795	14.2

* Heat-related data are reported for May-September, 2009-2019. ED visits and deaths are statewide totals.

Vulnerable Populations

Although all Vermonters can be affected by hot weather, there are specific factors that can increase an individual's risk for experiencing heat-related health impacts. The risk for heat illnesses tends to be greater for the following groups of people:

People Living in Urban Areas: Only about one-third of Vermonters live in urban areas as defined by the US Census, but a disproportionate number of heat-related deaths from 2009-2019 (10 of 12) occurred in municipalities that are at least partially urban. Urban heat risk data collected by

Health Department volunteers in 2020 were used to estimate that on a hot day, the heat index can be as much as 15°F hotter in the most urban locations in Vermont compared to largely undeveloped and wooded locations.

People Who are Unusually Sensitive to Heat Exposure: This category can include anyone not acclimated to hot weather, especially older adults and young children, pregnant women, people that are overweight or have a chronic medical condition, people using drugs, alcohol or some prescription medications, and people who experienced a prior heat illness. The most severe heat-related impacts in Vermont have been experienced by older adults. Ten of the 12 people that died in Vermont from a heat-related cause between 2009 and 2019 were over the age of 50. Additional vulnerabilities related to extreme heat are included below:

1. **Vector-born disease:**

Data suggest that health impacts are also associated with prolonged hot weather and increasing average temperatures. For example, increases in the incidence of vector-borne diseases (e.g. Lyme, West Nile and Eastern equine encephalitis) in Vermont and New England at-large have been observed and are attributed to warming conditions. The increase in average annual temperatures and shortened winters have allowed mosquitos and ticks to become more active earlier in the spring and remain active later in the fall. Because the incidence of Lyme disease in Vermont is higher than the national average at present, lengthening vector seasons is of great concern to the health community in Vermont. People working in the outdoors – loggers and farmers, for example – are most vulnerable to vector-borne illness.

Cyanobacteria blooms: Hot weather can increase thermal stratification in water bodies, where shallow water layers are much warmer and do not readily mix with cooler, deeper water layers. Stratified water layers are most common in late summer and early fall, providing more favorable conditions for development of cyanobacteria blooms in Vermont's lakes and ponds. Some types of cyanobacteria can release natural toxins or poisons (called cyanotoxins) into the water, especially when they die and break down. Swimming or wading in water with cyanobacteria may cause minor skin rashes, sore throats, diarrhea, stomach problems, or occasionally more serious health problems. Children and pets are at higher risk of exposure because they are more likely to play near the shoreline and drink water while swimming10. The rise in average annual temperature and increased occurrence of prolonged hot weather events will also have impacts on infrastructure, the environment and the economy in Vermont.

2. **Drought & Wildfire**:

As temperatures continue to rise, there is likely to be a heightened consideration for water supplies. Higher temperatures will lead to increased evapotranspiration, soil drying rate and the frequency of short-term droughts, limiting water availability for tree growth. With a changing forest complexion and greater levels of evapotranspiration, extreme heat and prolonged hot weather could also lead to an increase in the occurrence of wildfires in Vermont. Remote fires are now a concern and included in a following section.

3. Forest Impacts & Invasive Species:

Native forests and ecosystems are projected to experience negative impacts of these warming trends, as well11. Northern hardwood species like maple, yellow birch and American beech are anticipated to be nearly eliminated in the State, replaced by those tree species that thrive in warmer, drier conditions, like oak and pine. Additionally, the changing climate will allow for greater survival and reproduction of forest pest species, as trees that are stressed due to lower water availability reduce their ability to maintain sufficient defense mechanisms, making them more vulnerable to pest invasion and disease.

Planning Considerations:

Community cooling sites can be an essential resource for community members that do not have access to air-conditioning and need extra assistance to stay safe during hot weather. To be most effective, cooling site locations should be identified and advertised before hot weather occurs. The Vermont Department of Health maintains a map of known cooling sites at healthvermont.gov/climate/heat. Here are the characteristics of an optimal cooling site:

Table 2-15: Cooling Site Options

Minimum recommendations	Encouraged amenities
Air-conditioned	Public transit or personal transportation assistance
Free entry	Activities available for guests
Convenient for community to access	Separate room for families and children
American Disabilities Act compliant	Access to wi-fi and power for personal devices
Access to restrooms	Food/snacks provided
Access to water	Provisions for pets
Electricity for medical equipment	Back-up generator available
Refrigeration for medications	Extended hours as needed
Seating available for all guests	On-site health and social services
Widely advertised throughout community	Law enforcement or other site safety officer

People are reluctant to leave their homes in a heat emergency. Experience has shown that individuals can be reluctant to leave their homes, even in the event of an emergency. Successful messaging about cooling sites in the event of an extended heat advisory will depend largely on communication with property managers of rental properties, visiting nurses, and other home service providers for at-risk populations.

Fire: Local and Remote (air quality)

Fires, including structure fires, brushfires and wildfires remain a concern for the town. Perhaps for the first time, and another potential consequence of climate change, is the risk posed by remote fire hazards. As seen with the Canadian wildfires in 2023, the impact on air quality is a real concern. Vermonters experienced the effects of smoke from this event. Understanding the relationship between wildfires, climate change, and air quality is a relatively new mitigation challenge for Vermont. Carbon monoxide as well as polycyclic aromatic hydrocarbons (PAHs), and particles called PM10 and PM2.5 are all found in wildfire smoke and can be hazardous to

human health when inhaled. Most dangerous are the PM2.5 particles that are smaller than 2.5 microns. They biproducts of combustion and can get deep into the lungs and bloodstream.

The U.S. Air Quality Index is a tool used by the Environmental Protection Agency to describe air quality. It's one way to understand how healthy or unhealthy the air is — and what actions should be taken to minimize exposure. The index runs from 0 to 500; higher numbers are worse. The EPA uses AQI to give warnings about pollutants.

Table 2-18: US Air Quality Index with Health Recommendations

US AQI Level		PM2.5 (µg/m³)	Health Recommendation (for 24hr exposure)
Good	0-50	0-12.0	Air quality is satisfactory and poses little or no risk.
Moderate	51-100	12.1-35.4	Sensitive individuals should avoid outdoor activity as they may experience respiratory symptoms.
Unhealthy for Sensitive Groups	101-150	35.5-55.4	General public and sensitive individuals in particular are at risk to experience irritation and respiratory problems.
Unhealthy	151-200	55.5-150.4	Increased likelihood of adverse effects and aggravation to the heart and lungs among general public.
Very Unhealthy	201-300	150.5-250.4	General public will be noticeably affected. Sensitive groups should restrict outdoor activities.
Hazardous	301+	250.5+	General public is at high risk to experience strong irritations and adverse health effects. Everyone should avoid outdoor activities.

Wildfire includes forest, brush, crop or grassland fires, are not common events in Vermont, particularly large forest wildfire events. The 2023 SHMP defines a wildfire as *'An uncontrolled burning of woodlands, brush or grasslands."* These fires have the potential to damage structures and utilities as well as forest and croplands. There were no recorded events in the NOAA database during the last planning period in the state.

"Wildfire conditions in Vermont are typically at their worst either in spring when dead grass and fallen leaves from the previous year are dry and new leaves and grass have not come out yet, or in late summer and early fall when that year's growth is dry". -2023 SHMP

In addition to lack of precipitation, a particular town's vulnerability to large wildfires is directly related to the proportion and continuity of acreage that is forested, pasture and cropland. Although large wildfires are always a threat, particularly for rural communities with large tracts

of forested and vegetative land, the Town's vulnerability is mostly dependent upon weather conditions, climate change, and continued efforts on outreach to provide information on steps to prevent wildland fires and enforcement of 'red flag' warnings to restrict controlled burning during dry season. Vermont's prime seasonal conditions for wildland fires are in the spring and fall.

According to the State of Vermont Hazard Mitigation Plan, there has not been a major wildfire in Vermont in the last 50 years. Vermont has a reliable system of local fire suppression infrastructure coordinated at the state-level. Vermont's climate, vegetation type, and landscape discourage major wildfire. However, brush fires or burning debris are the major causes for wildland fires according to the Vermont Department of Forests, Parks and Recreation.

Structural fires have short warning time and potential for catastrophic loss. Structure fires are common throughout Vermont during the winter months as residents heat their homes with wood or wood pellet burning stoves. With little or no warning, these fires can affect a single residential structure or spread to other homes, businesses or apartment complexes and can result in loss of property and life. Fires can be caused by improperly disposing of ashes with live coals from wood stoves or by faulty electrical wiring and misuse of space heaters.

The Vermont Fire Marshal Reports identify the leading causes of structure fires to be the result of heating and cooking incidents. The most significant common factor in fire fatalities in Vermont continues to be the absence of a functioning smoke detector in the sleeping area of residential structures. While the fire problem varies across the country, there are several common contributing factors such as poverty, climate, education, code enforcement, demographics and other factors that impact the statistics. Like the rest of the country, heating appliance and cooking fires in Vermont continue to be the leading causes of structure fires. The leading factor contributing to home heating fires was failure to clean creosote from solid-fueled heating equipment chimneys.

The long cold Vermont winters put added stress on heating systems. Fluctuating fuel prices can force people to use alternative heating sources that may not be safe. An improperly installed and maintained heating appliance is dangerous and can result in carbon monoxide poisoning or be the source of a fire.[2]

According to the National Fire Protection, 25% of all structure fires are in residential construction. In Vermont, residential related fires accounted for 68% of total structure fires in 2017.[3] Over the past 10 years, the top cause for residential fires has consistently been related to home heating. Although the number of fire deaths has ticked higher in 2016 and 2017, the state has seen a substantial reduction in fire deaths since the early 2000's.[4] Historically, Vermont's fire fatality rate has been disproportionately high based on population compared to the national average. This is due, in part, to the large percentage of residents that live in small rural

[2] 2015 Vermont Fire Marshal Annual Report
[3] 2017 Vermont Fire Marshal Annual Report
[4] 2015-2017 Vermont Fire Marshal Annual Report

communities where emergency response time is delayed. Other state characteristics that lend toward greater loss from fire compared to other states are[5]:

- Age of Housing Structures - 33% of all homes were built before 1950.
- Extreme Winter Temperatures – Vermont is the 7th coldest state.
- Higher Risk Population -2nd oldest median age where the elderly is at higher risk. Over the last 4 years, 68% of Vermont's fire deaths have been seniors over the age of 60.
- Home Heating Methods - 1st for per capita use of wood for heating.

Drought

Drought is a hazard that is compounded by extreme heat and/or lack of precipitation. Severe droughts are rare in Vermont. Summer is potentially a dry period, but local thunderstorms and moisture from tropical air masses generally prevent serious drought. Prior to the summer of 2021, Concord had not seen the risk of drought conditions in decades but with wells running dry in other areas of the state, the town is aware of the potential for this. A severe drought during 1930-36 affected the entire State. The drought of 1960-69 affected the entire State and was the most severe for regions of the state. The recurrence interval of this drought was greater than 50 years and was regional in scope, encompassing most of the northeastern United States. Precipitation in the State was less than normal every year during 1960-68, which was the longest continuous spell of deficient precipitation since 1895. Streamflow deficiency was greatest during 1965. In 1969, the drought ended abruptly. Water was trucked in to provide relief to drought-stricken dairy herds. Spring can also bring abnormally dry conditions as was evident in early 2015. Drought periods have historically remained as brief periods of abnormally dry conditions in the spring and occasionally, summer months. .

Given that March 2024 was the 3rd wettest March on record, over the past 130 years and that 2024 is, so far, the 7th wettest year to date over the past 130 years[6], the risk of drought appears nil. However, with climate change comes unpredicted and severe weather patterns and the town is concerned about the potential impact of drought on water availability, crop health, livestock health, people with well systems, and overall well-being. No two states have the same experience during a drought and while data specific to Concord was not available (gauge levels at the reservoir have not reached drought conditions in recent memory, county data is available here. The National Integrated Drought Information System (NIDIS) uses the Palmer Drought Severity Index (PDSI) which updates every 5 days. The PDSI is a standardized index based on a simplified soil water balance and estimates relative soil moisture conditions. The magnitude of PDSI indicates the severity of the departure from normal conditions. A PDSI value >4 represents very wet conditions, while a PDSI <-4 represents an extreme drought. Additionally, the U.S. Drought Monitor assigns drought numbers (D0-D4). D4 is the most severe drought, with the worst conditions on record. It would only be expected to occur once or twice within a 100-year period. Extreme drought, D3, occupies positions 3 through 5. These conditions are still among the worst on record and would be expected to occur once every 20 to 50 years. Severe drought,

[5] 2013-2015 Vermont Fire Marshal Annual Report
[6] https://www.drought.gov/states/vermont/county/orleans

D2 would be expected to occur once every 10 to 20 years. Moderate drought, D1 would be expected to occur about once every 5 to 10 years. Abnormally Dry conditions, D0, would be expected once every 3 to 5 years.

Below are examples of some of the impacts experienced in Vermont in the past per the D0-D4 categories.[7]

Category	Examples of historically observed impacts
D0	Crop growth is stunted; planting is delayed
	Fire danger is elevated; spring fire season starts early
	Lawns brown early; gardens begin to wilt
	Surface water levels decline
D1	Honey production declines
	Irrigation use increases; hay and grain yields are lower than normal
	Trees and landscaping are stressed; fish are stressed
	Voluntary water conservation is requested; reservoir and lake levels are below normal capacity
	Wildfires and ground fires increase
D2	Fish kills occur; wildlife move to farms for food
	Golf courses conserve water
	Producers begin feeding cattle; hay prices are high
	Specialty crops are impacted in both yield and fruit size
	Trees are brittle and susceptible to insects
	Warnings are issued on outdoor burns; air quality is poor
	Water quality is poor; groundwater is declining; irrigation ponds are dry; outdoor water restrictions are implemented
D3	Crop loss is widespread; Christmas tree farms are stressed; dairy farmers are struggling financially
	Extremely reduced flow to ceased flow of water is observed; river temperatures are warm; wells are running dry; people are digging more and deeper wells
	Water recreation and hunting are modified; wildlife disease outbreak is observed
	Well drillers and bulk water haulers see increased business

Source: https://droughtmonitor.unl.edu/CurrentMap/StateDroughtMonitor.aspx?VT

To view a more complete record, and to filter impacts by drought severity, sector and season, check out the interactive State Impacts Tool.

[7] The process for developing this example impact table is described in "Linking drought impacts to drought severity at the state level Bulletin of the American Meteorological Society", 101(8), pp.E1312-E1321. doi: 10.1175/BAMS-D-19-0067.1

Current and future assets that may be vulnerable to drought include people, structures, infrastructure, natural and historic resources, and valued activities. Droughts can have significant impacts on community assets. Examples for the town include:

Water Supply and Quality:

- Droughts can lead to reduced water availability, affecting drinking water supplies, irrigation for agriculture, and industrial processes.
- Lower water levels in lakes, rivers, and reservoirs can impact water quality and availability.
- Agriculture:
- Droughts directly affect crop yields by reducing soil moisture, leading to crop failure or lower productivity.
- Livestock may suffer due to poor forage availability and insufficient water.
- Economy:
- Agricultural losses impact local economies, affecting farmers, businesses, and employment.
- Reduced water availability can disrupt industries that rely on water, such as manufacturing and energy production.

Natural Environment:

- Dry conditions can lead to wildfires, damaging forests, grasslands, and wildlife habitats.
- Ecosystems may suffer due to reduced water availability, affecting plant and animal species.
- Public Infrastructure:
- Land subsidence (sinking) can occur during prolonged droughts, damaging roads, bridges, and buildings.
- Seawater intrusion into coastal aquifers can impact water supply infrastructure.

Health and Social Impacts:

- Drought-related stress can affect mental health in communities.
- Migration away from drought-affected areas can strain social services and resources.

Community Assets:

- Well-maintained infrastructure (such as water storage facilities, irrigation systems, and wells) can help communities cope with water scarcity.
- Collective efforts, like community-based water management and conservation practices, contribute to resilience during droughts. Explain what assets in the community are vulnerable to drought, be sure to include how people can be vulnerable.

The effects of climate change, changes in population, changes in land use, and development can impact vulnerability to all hazards, including drought. As seen with the COVID-19-related influx of people moving to Vermont, an increased demand for water and water-related resources specific to point-of-use increases on all water supply systems can increase vulnerability during drought conditions. This cascade of demand could impact farm and livestock as well, further exacerbating the risk of increased demand with supply is compromised. While populations have

remained relatively stable, as other areas of the country experience the prolonged impacts of climate change and natural disasters, Vermont could see additional increases in population and this increase can tax community assets, especially during a disaster.

Infectious Disease

Climate change, global travel, and population density can all influence infectious disease incidence and prevalence. Small communities do have some level of protection from some infectious disease but others, like Lyme Disease can affect any community. The 2018 State Hazard Mitigation Plan states:

The Vermont Department of Health defines an infectious disease as one that is caused by micro-organisms, such as bacteria, viruses and parasites. A vector-borne disease is an infectious disease that is transmitted to humans by blood-feeding arthropods, including ticks, mosquitoes and fleas, or in some cases by mammals (e.g., rabies). Infectious Disease Trends & Vulnerability According to the Centers for Disease Control (CDC), the number of reported cases of vector-borne infectious disease has more than tripled between 2004 and 20162 . Those infectious diseases that fall into the first threat classification category identified in Table 38 (i.e. currently present in Vermont and which may be exacerbated by climate change) are already exhibiting increased prevalence in New England. For example, with both temperature (see: Extreme Heat) and precipitation (see: Inundation Flooding & Fluvial Erosion) expected to increase in Vermont, West Nile Virus mosquito vector activity will likely increase, as well as the vector's period of activity. Similarly, between 1964 and 2010, counts of Eastern Equine Encephalitis (EEE) have continued to rise in New England, though they remain constant in the southeastern states. Perhaps the most significant trend in infectious disease vulnerability in Vermont is that of Lyme disease, where Vermont ranks second in highest rate of disease incidence in the nation. The Vermont Department of Health reports that the number of reported cases of Lyme disease have increased dramatically over the last decade, and with shrinking winters, the potential for infection through tick bite continues to grow. Additionally, Vermont's increase in forest cover could provide a more suitable habitat for ticks and their hosts, which may lead to further spread of Lyme disease in the State. Outdoor laborers and recreationalists are especially vulnerable to Lyme disease, as exposure to ticks is greater. The southern and western halves of the State are more vulnerable to Lyme disease, as the warmer climate contributes to longer period of vector activity. Vermont is typically not vulnerable to diseases such as HIV/AIDS, SARS, cholera, malaria, and resistant tuberculosis, though they are considered to be major disasters in some parts of the world. However, an incident that caused water supplies to become contaminated or resulted in people eating spoiled food could have significant health implications. An animal infected with the rabies virus would be a localized threat. The potential for large-scale infection of Vermont's commercial animal population with foot and mouth disease, bovine spongiform encephalopathy (i.e., Mad Cow Disease), or any number of poultry viruses, while unlikely, could cause widespread economic problems. A health threat might also result from an act of bioterrorism.

Pandemic planning in Vermont appears to ebb and flow. Following the H1N1 Virus Outbreak in 2009-2010, increased emphasis on pandemic planning was seen across the state. From 2010 to 2019 however, without another major U.S. event, emphasis on pandemic planning diminished. While Vermont, due to its rural nature, has some level of protection from national infection rates

during a pandemic, the financial implications experienced during the COVID-19 pandemic in 2020 hit the state extremely hard.

COVID-19 is a new disease, caused by a virus not previously seen in humans. COVID-19 is highly contagious and people with COVID-19 who do not have any symptoms can spread the virus to other people. On March 13, 2020, President Trump declared a nationwide emergency pursuant to Sec. 501(b) of Stafford Act to avoid governors needing to request individual emergency declarations. All 50 states, the District of Columbia, and 4 territories have been approved for major disaster declarations to assist with additional needs identified under the nationwide emergency declaration for COVID-19. Additionally, 32 tribes are working directly with FEMA under the emergency declaration. FEMA announced that federal emergency aid has been made available for the state of Vermont to supplement the state and local recovery efforts in the areas affected by the Coronavirus Disease 2019 (COVID-19) pandemic beginning on January 20, 2020 and continuing. Public Assistance federal funding was made available to the state and eligible local governments and certain private nonprofit organizations on a cost-sharing basis for emergency protective measures (Category B), including direct federal assistance under Public Assistance, for all areas in the state of Vermont affected by COVID-19 at a federal cost share of 75 percent.

In early 2020, there was a quick return to the tenets of effective pandemic planning. Preparing for hospital surge, high death rates and the medical equipment necessary for both patients and health care workers are examples of the state's early focus. Public information and guidance on safety, isolation, travel and quarantine also became extremely important while mitigating the pervasive economic consequences of reducing work forces, sending students home and closing businesses. Additionally, Vermont had to consider the implication of, and work to control, the immigration of people from other states. Both infection risk and taxing of local resources were the main concerns associated with this real consequence of the pandemic.

Despite having relatively low illness and death, the economic and operational consequences of pandemic are of concern to the town. Having the capacity to navigate the funding opportunities as result of the pandemic for the town and residents is a concern in addition to providing resources to residents to mitigate spread (e.g., testing and vaccination services) and assure continuity of operations for government and community-based organizations. *(https://www.healthvermont.gov/response/coronavirus-covid-19/current-activity-vermont#town*

On May 5th, 2023, The World Health Organization lifted the Public Health Emergency of International Concern (PHEIC) for COVID-19. As stated by Director General Tedros Adhanom Ghebreyesus, "COVID-19 has been so much more than a health crisis, disrupting economies, travel, shattering businesses and plunging millions into poverty." Being prepared for a future event is critical for states and communities and the town will depend on guidance and recommendations coming down from national and state sources during the next planning period. Starting May 11, 2023, the CDC and Vermont Department of Health no longer use the COVID-19 Community Level to measure COVID-19 activity in the U.S. and Vermont. Instead, Vermont's statewide COVID-19 level is measured by the rate of COVID-19 in people being admitted to the hospital, per 100,000 residents. Focusing on hospitalization data is a better estimate of how COVID-19 is impacting the community now that reported COVID-19 cases

represent a smaller proportion of actual infections. This also allows us to compare Vermont's hospitalization levels with other parts of the country.

As grant funding and related projects continue, the town considers the recovery phase of this disaster as still active and while the present reduction in severity of the pandemic comes with great relief and a perceived cultural wish to forget about the pandemic and move on, there is prudency in not forgetting while moving forward. One issue for all communities is that of health disparity. The role of town of government in relation to public health measures and improving health equity is not entirely clear but working together with state agencies and the community is a logical path forward. As stated by the Vermont Department of Health:

"The population of those who are Black, Indigenous, and people of color (BIPOC) have faced disparities throughout the COVID-19 pandemic. In Vermont, BIPOC Vermonters continue to have a lower vaccination rate than those who are White, non-Hispanic, 54% vaccinated compared with 60%, as of May 7, 2021. However, this gap has been decreasing since the week of April 4th. The conditions in which we live, work, and play, known as the social determinants of health, affect a wide range of health outcomes. Systems of structural oppression and racism greatly impact social determinants of health. In other words, even before the COVID-19 pandemic, not everyone in Vermont had equal access to the conditions that favor health. COVID-19 shines a light on these inequities. BIPOC Vermonters are at disproportionate risk for poor health outcomes, including COVID-19. In addition, this population is at higher risk for more serious outcomes, such as hospitalization, and may lack access to information and resources. For more information on what the Vermont Department of Health is doing to mitigate racial and ethnic health disparities, please visit www.healthvermont.gov/about-us/our-vision-mission/health-equity." -May 2021 Vermont COVID-19 Vaccination Rates by Race and Ethnicity Report

Profiled Natural Hazard Summary

The natural hazards impacting Vermont communities are, for the most part, homogenous. Each town and city in the Green Mountain State are called to assess their capabilities in mitigating the ongoing relationship we all share with mother nature when that relationship becomes a difficult one. As the impact of climate change continues to be defined by experience and data, new mitigation strategies must be developed with a collaborative approach at all levels of government. Effective and collaborative infectious disease response and recovery are especially important for a community like Concord. The data and information presented above, combined with the knowledge of living and experiencing life in our town, serves as the foundation of that assessment which is required to define achievable and viable mitigation strategies that can serve to protect both the safety and financial investments of the town and its residents.

SECTION 3: RISK ASSESSMENT

This section first explores and defines specific locations of known, historic risk within the town with a disaster and non-disaster expenditure summary. Following, a qualitative risk analysis is documented for each hazard category. The highest ranked hazards, coupled with historic data, therefore, substantiate the profiled hazards in this update.

3.1 Designated Hazard Areas

3.1.1. Flood Hazard Areas

A special flood hazard area is defined in terms of likelihood of damage impacts in a one hundred (100) year period. A floodway is the pathway and watercourse that must be reserved to carry flood water away during the 100-year incident. These areas in Concord have been mapped by FEMA and used as part of the National Flood Insurance Program showing flood hazard areas on Flood Insurance Rate Maps (FIRM's), which indicate flood hazard locations. Areas in Concord that may be at risk of fluvial erosion are delineated on the VT Agency of Natural Resources River Corridor (RC) Maps. All these maps are discussed in the most recent Town Plan:

"State statute at 24 VSA, Section 4382 (a)(12) directs that a municipal plan shall include a flood resilience plan that:
- *Identifies flood hazard and fluvial erosion hazard areas based on State river corridor maps, and designates those areas to be protected, including floodplains, river corridors, land adjacent to streams, wetlands, and upland forests, to reduce the risk of flood damage to infrastructure and improved property.*
- *Recommends polices and strategies to protect the areas in flood and fluvial erosion hazard areas and to mitigate risks to public safety, critical infrastructure, historic structures, and municipal investments.*

The areas in Concord that are at higher risk of flooding (i.e. SFHA) are shown on FEMA's Flood Insurance Rate Map (FIRM), as most recently amended. Hard copies of those maps are available in the Town Offices. Maps are also available through FEMA's online Flood Map Service Center. Digital FIRM data can also be viewed through ANR's Natural Resource Atlas or the Flood Ready Vermont website. The following summarizes structures in Concord at risk in these identified flood hazard areas:

- 61 E-911 structures are located within SFHAs
- 7% of total E-911 structures are located within SFHAs
- 2 critical or public structures are within SFHA

Additionally, Concord Estates Mobile Home Park has been mapped for potential flood hazard risk. The map can be found here.

The northwestern portion of Concord is located in Basin 15, The Passumpsic River Watershed and the remainder of Town is located in Basin 16, the upper Connecticut River Watershed. Within the Upper Connecticut Watershed, there are two subwatersheds in Concord: the "Commerford and Moore Reservoir" and the "CT River Direct – Taylor Brook to Miles Stream." Within the Passumpsic River Watershed, Concord is within the Moose River subwatershed.

Concord has several bodies of water within its boundaries including Halls Brook, Mink Brook, Cutting Brook, Carr Brook, Dudley Brook, Roaring Brook, Miles Stream, and the Moose River. There are also numerous unnamed brooks, streams and small ponds. There are also three bodies of open water: Shadow Lake, Miles Pond, and the Moore Reservoir. The Connecticut River runs along the Southerly border of Concord for approximately eight and one-half mile and is accessible at the end of Cozy Nook Road and Walker Pit Road. Areas that have been flooded in the past include sections of Prospect Street, Willson Road, Ranney Road, George Street, Shadow Lake Road, Fournier Road, Brook Road, Long Hill Road and Folsom Ave/High Street. There is little or no residential or business population along Connecticut River. There is one property in the A-Zone and one flood insurance policy (source: Concord Town Plan/NFIP Insurance Report: Vermont).

***FEMA-mapped Special Flood Hazard Areas*:**

Areas of Concord were mapped by the Federal Emergency Management Agency in 1980 to depict areas of special flood hazard. These areas are depicted on the Flood Insurance Rate Map (FIRM) and Floodway Map, with base flood elevations noted. The Town has been a member of the National Flood Insurance Program since 1980. The Town has flood hazard regulations that regulate development on land that is within the area of special flood hazard area, as depicted on the FIRM. The Town's flood hazard regulations, which are incorporated in the Town's zoning bylaw, were last updated in 2008. Membership in the NFIP enables property owners in the FEMA-mapped flood hazard area to obtain flood insurance.

According to the FEMA NFIP report, there has been 1 claim since 1978 totaling $0 in pay-outs. There are no repetitive loss properties in Concord and there have been no BCX claims (BCX claims are ones located out of the SFHA).

The Statewide River Corridor hazard area in Concord includes even more parcels and structures than the Special Flood Hazard Area (100-year floodplain). This hazard area is similar to the fluvial erosion hazard (FEH) area regulated by the town. Therefore, there may be more properties at risk than are currently regulated by the town. The River Management Program of the Vermont Agency of Natural Resources has been funding with Clean and Clear Water Federal funds fluvial geomorphic assessments in various rivers and streams around the State. Where phase I and II assessments have been completed, a corridor plan is then written. Existing plans are hosted on the River Management Program's web site.

The risk of flood damage is influenced by other factors in addition to location within these designated flood zone areas. Road infrastructure located in the floodplain, including bridges and culverts, particularly those that are undersized or in poor condition, are vulnerable and exacerbate flood risk to surrounding areas. The estimated number of bridges and culverts from the Vermont Online Bridge and Culvert Inventory Tool is 19 bridges and 437 culverts.

A visual of vulnerable structural assets located in flood hazard areas and river corridor of Concord's most populous areas has been mapped using Vermont Flood Ready Atlas Maps. . Currently, Concord is a participatory, non-sanctioned member of the National Flood Insurance Program and regulates development in the floodplain through the enforcement of the regulations

in the Town of Concord's Zoning By-Laws and Flood Hazard Regulations. The town either prohibits or strongly discourages development in flood zone areas.

3.1.2. Fluvial Erosion Hazard Areas

Fluvial Erosion Hazard (FEH) Zones extend beyond the NFIP floodplain and consider the movement of a river channel. About two-thirds of Vermont's flood-related losses occur outside of mapped floodplains, and this reveals the fundamental limitations of the FEMA FIRMs. A mapped floodplain makes the dangerous assumption that the river channel is static, that the river bends will never shift up or down valley, that the river channel will never move laterally, or that riverbeds will never scour down or build up. River channels are constantly undergoing some physical adjustment process. This might be gradual, resulting in gradual stream bank erosion or sediment deposit – or it might be sudden and dramatic, resulting in a stream bank collapse. The losses experienced during the May 2011 storms and Tropical Storm Irene were most often related to the latter. In fact, this type of flood-related damage occurs frequently in Vermont, due in part to the state's mountainous terrain. Land near stream banks is particularly vulnerable to erosion damage by flash flooding, bank collapse, and stream channel dynamics. The Vermont Department of Environmental Conservation, Agency of Natural Resources, has identified river corridors, which consist of the minimum area adjacent to a river that is required to accommodate the dimensions, slope, planform, and buffer of the naturally stable channel and that is necessary for the natural maintenance or natural restoration of a dynamic equilibrium condition. In other words, the river corridor provides "wiggle room" for a stream as its channel changes over time. Keeping development out of the river corridors therefore reduces vulnerability to erosion.

The RC term is defined under State statute as

> *"…the land area adjacent to a river that is required to accommodate the dimensions, slope, planform, and buffer of the naturally stable channel and that is necessary for the natural maintenance or natural restoration of a dynamic equilibrium condition and for minimization of fluvial erosion hazards, as delineated by the Agency of Natural Resources in accordance with river corridor protection procedures." (24 V.S.A. §4303).*

The Agency of Natural Resources has released a State-wide River Corridor map which depicts areas subject to fluvial erosion. These areas are depicted on the River Corridor Map contained in the Plan. In many cases, the River Corridors coincide with the areas mapped on the FIRM. However, the river corridor maps are intended to depict areas at risk of fluvial erosion due to the dynamic movement of water in rivers and streams, whereas the FIRM depicts areas subject to inundation. For that reason, areas like wetlands that are depicted on the FIRM will not be mapped on the River Corridors. Areas that are currently within the Statewide River Corridors in Concord are not subject to the local flood hazard regulations unless they coincide with the FIRM areas.

3.2 Non-designated Hazard Areas

3.2.1. Ice Storm Damage

While there is evidence that supports an increase in weather and precipitation severity, the incidence of ice storms remains fairly spaced out. The town expects to have another ice storm but unlike rain and snow events, the occurrence of a major ice storm is not expected every year. No town-specific data for ice storms was available.

3.2.2. High Winds and Lightning

Ridgeline and hilltop homes as well as homes located in the midst of mature forests are the most vulnerable to damage from falling trees and tree limbs. High tension lines are maintained very well by the electric service providers and the Vermont Agency of Transportation works to keep limbs trimmed on state highways. As with many Vermont communities characterized by natural terrain, the issue of downed trees creating power loss and property damage is more common compared to urban areas. Historically, these instances are short in duration and have not posed a serious risk for the town or its residents.

3.2.2. Infrastructure and Buildings at Risk

Infrastructure within the SFHA and River Corridor are at highest risk for flood damage. Areas that have been flooded in the past include sections of Prospect Street, Willson Road, Ranney Road, George Street, Shadow Lake Road, Fournier Road, Brook Road, Long Hill Road, and Folsom Ave/High Street. There is little or no residential or business population along the Connecticut River

3.3 Previous FEMA-Declared Natural Disasters and Non-declared Disasters

While Concord has had a history of flooding, the financial impact has been minimal in comparison to many others in the state. The May floods of 2011 resulted in the greatest level of damage at $817,250 in repair work, which was eligible for reimbursement through FEMA project assistance funds.

Non-declared disasters have not resulted in damage above and beyond normal maintenance. Extreme, long-lasting cold temperatures during winter months do pose a concern for the town as in many communities where the price of heating fuel often exceeds resident's ability to pay. Coupled with high unemployment, there is an increased risk for the town's residents to not meet the financial requirements for adequate heat, especially during long periods of extremely cold temperatures. Extreme, long-lasting cold temperatures during winter months do pose a concern for the town as in many communities where the price of heating fuel often exceeds the resident's ability to pay. Coupled with high unemployment, there is an increased risk for the town's residents to not meet the financial requirements for adequate heat, especially during long periods of extremely cold temperatures. Without adequate provisions, 48 hours of extremely cold temperatures could create a serious health hazard.

Non-Declared Disaster Summary:

As with any municipality, maintaining town infrastructure, including transportation routes, is ongoing and requires fiscal, environmental, communication and engineering planning to be successful. The work accomplished in the town since 2019 that was not directly related to a declared disaster has supplemented the work accomplished in direct response to disaster-related damage to town roads and bridges. The cumulative effect of this work has served to enhance overall resilience to future events while assuring to the best degree possible, consistent use of

transportation infrastructure and public utilities in the face of severe weather precluding a level of disaster declarations.

3.4 Future Events

Although estimating the risk of future events is far from an exact science, using available data and best professional judgment to conduct an updated Hazards Risk Estimate analysis can help frame future mitigation actions. Climate change and future conditions were considered in determining probability scores. This analysis assigns numerical values to a hazard's affected area, expected consequences, and probability and supports the inclusion of all profiled hazards in this plan. This quantification allows direct comparison of very different kinds of hazards and their effect on the town and serves as a method of identifying which hazards hold the greatest risk based on prior experience and best available data and the growing impact of climate change. Current information includes frequency of events since the last approved plan and associated impact of those events on the fiscal, health, transportation, and overall resources on the town. The quantitative probability ranking is included below and used to substantiate the hazards profiled in this update as well as the qualitative vulnerability ranking in Table 4-0. The following scoring system was used in this assessment:

Area Impacted: scored from 0-4, rates how much of the municipality's developed area would be impacted.

Consequences: consists of the sum of estimated damages or severity for four items, each of which are scored on a scale of 0-3:

- Health and Safety Consequences
- Property Damage
- Environmental Damage
- Economic Disruption

Probability of Occurrence: (scored 1-5) estimates an anticipated frequency of occurrence based on prior experience and current information.

To arrive at the Overall Risk Value, the sum of the Area and Consequence ratings was multiplied by the Probability rating. The highest possible risk score is 80.

3.4.1 Natural Hazards

According to the updated Hazard and Risk Estimation for Concord, the following natural hazards received the highest risk ratings out of a possible high score of 80:

- Severe Winter Storm (32)
- Flooding (40)
- Extreme Cold (32)
- Drought (24)
- Extreme Heat (28)
- Infectious Disease (20)
- Fire (22)

Flood-related disasters have had the greatest financial impact on the town. While no deaths or injuries have been recorded for declared or non-declared disasters, the potential for health and

safety risk during a severe winter storm are considered higher than that posed by a flooding event.

Table 3-0: Natural hazards risk estimation matrix

Concord Hazard & Risk Analysis: NATURAL HAZARDS	Drought	Flooding	High Winds	Fluvial Erosion	Landslide	Extreme Heat	Infectious Disease	Fire/Air quality from remote fire	Winter Storm	Ice Storm	Extreme Cold	Earthquake	Invasive Species	Hail
Area Impacted														
Key: 0 = No developed area impacted														
1 = Less than 25% of developed area impacted														
2 = Less than 50% of developed area impacted														
3 = Less than 75% of developed area impacted														
4 = Over 75% of developed area impacted	1	2	2	1	1	4	4	4	3	3	4	1	1	1
Consequences														
Health & Safety Consequences														
Key: 0 = No health and safety impact														
1 = Few injuries or illnesses														
2 = Few fatalities or illnesses														
3 = Numerous fatalities	1	1	1	0	1	1	2	1	1	1	1	1	1	1
Property Damage														
Key: 0 = No property damage														
1 = Few properties destroyed or damaged														
2 = Few destroyed but many damaged														
3 = Few damaged but many destroyed														
4 = Many properties destroyed and damaged	2	2	1	1	1	0	0	2	1	1	1	1	1	1
Environmental Damage														
Key: 0 = Little or no environmental damage														
1 = Resources damaged with short-term recovery														
2 = Resources damaged with long-term recovery														
3 = Resource damaged beyond recovery	2	2	1	0	0	1	1	2	1	1	1	1	1	0
Economic Disruption														
Key: 0 = No economic impact														
1 = Low direct and/or indirect costs														
2 = High direct and low indirect costs														
2 = Low direct and high indirect costs														
3 = High direct and high indirect costs	2	3	1	1	1	1	3	2	2	2	1	1	1	1
Sum of Area & Consequence Scores	8	10	6	3	4	7	10	11	8	7	8	5	5	4
Probability of Occurrence														
Key: 1 = Unknown but rare occurrence														
2 = Unknown but anticipate an occurrence														
3 = 100 years or less occurrence														
4 = 25 years or less occurrence														
5 = Once a year or more occurrence	3	4	2	4	2	4	2	2	4	1	4	1	1	2
TOTAL RISK RATING														
Total Risk Rating = Sum of Area & Consequence Scores x Probability of Occurrence	**24**	**40**	**12**	**12**	**8**	**28**	**20**	**22**	**32**	**7**	**32**	**5**	**5**	**8**

Flooding remains the most likely event to incur the most cost for the town based on historical analysis and disaster declaration-related funding since 2004 has all been a result of severe rainstorms. Given the magnitude of damage to such few areas during DR 4001, the realization that a major flooding event can result in major expense is evident and likely to have a significant impact over a smaller area while a severe winter storm tends to affect the entire town. As with

most Vermont towns, there is almost an inherent resilience to winter weather events because they are expected. However, as severity increases and consequences mount (e.g., power outage, road closures, etc.), the risk for health and safety also increases. High wind and lightning events happen and have the potential to disrupt functionality of the town, but the town is not at any increased risk in comparison to other areas of the state, but the sum area impacted, and probability of occurrence raise these two events in the hazard analysis methodology.

SECTION 4: VULNERABILITY ASSESSMENT

Vulnerability refers to the potential impact of a specific loss related to an identified risk. While the loss of any one facility would cause a disruption in town services and operations, the overall vulnerability is moderate. There are roads, bridges, and culverts vulnerable to flooding in addition to utilities and buildings. Loss of equipment function for all municipal services is a vulnerability for the town. The entire planning area has the potential to be affected by flooding. From the 2023 SHMP:

"Recent studies have shown that most flooding in Vermont occurs in upland streams and road drainage systems that fail to handle the amount of water they receive. Due to steep gradients, flooding may inundate these areas severely, but only briefly. Flooding in these areas generally has enough force to cause erosion capable of destroying roads and collapsing buildings. These areas are often not mapped as being flood prone and property owners in these areas typically do not have flood insurance (DHCA, 1998). Furthermore, precipitation trend analysis suggests that intense local storms are occurring more frequently. Additionally, irresponsible land use and development will exacerbate the preexisting vulnerability. Urban flooding usually occurs when drainage systems are overwhelmed and damages homes and businesses. This flooding happens in all urban areas, but specifically in Burlington where the area is located at the bottom of a gradient, which adds to the intensity of this localized flooding…

…Over the past two decades, flood damage costs have risen dramatically in Vermont due to increasing occurrences of flooding and increases in vulnerability associated with unwise land use development in flood plains or within stream corridors. The geography and topography are right for a significant localized storm with extreme damage at almost any location in Vermont. Heavy rains with previous ground saturation, which causes runoff, are a significant part of the flooding formula in Vermont. Steep topography and narrow, inhabited, stream and river valleys further increase the dangerous nature of this hazard. Furthermore, precipitation trend analysis suggests that intense, localized storms that can cause flash flooding are occurring with greater frequency. While flooding will continue, planning and other mitigation measures can help minimize damages.

All of Vermont's major rivers have inhabited flood plains. While residents in mountain valleys are at risk, they may not be aware of the danger or may choose to ignore it. There are many reasons property owners are reluctant to relocate to less flood prone ground, not the least of which is the lack of personal experience of flooding. In addition, many communities originated beside rivers and streams; some of the most attractive property is located in vulnerable areas. Lakeshore property in Vermont is vulnerable to flooding from high water levels, either by surface water erosion or flooding. Occasionally, water-saturated ground and high-water tables

cause flooding to basements and other low-lying areas. Lakeshore property is highly desirable and valuable, making the development of lakeshore areas very likely, even with the high potential for flooding. Restrictions on lakeshore property development have significant negative economic and tax revenue impacts that must be carefully weighed against the gains in personal safety and protection of property."

The town is significantly vulnerable to loss during a disaster. 1. Town Asset Information: All Town-owned buildings are collectively assessed at $1,368,400.00. The largest of these holdings is the Town Hall and it is currently valued at $553,300.00 and land at $25,200.00. The current Fire Station (if municipal) is valued at $144,000.00 and land valued at $25,100.00. Other fire equipment is valued at $559,600.00. The town garage was built in 2009, addition was added in 2015 and valued at $230,100.00. The land is valued at $71,700.00. Yard items are valued at $24,400.00. The total equipment value is $674,464.00.

For this section of the plan, prior history and worst-case scenarios were assessed. The primary vulnerability for the town is transportation-related infrastructure damage due to flooding. Of the profiled hazards, the following vulnerability rating (high, moderate, low) is given below. This vulnerability rating is based on the disaster case history for the town and when the greatest financial impact was seen due to the disaster. A "high" vulnerability reflects substantial case history ($\geq$2 in last five years) of events with an economic impact requiring action. A "moderate" vulnerability reflects limited case history (< 2 in last five years) of an event with and economic impact requiring action. A "low" vulnerability reflects little to no case history in the last five years. The specific vulnerability to the population as a whole or any specific sub-population (e.g., elderly) is subjective because there is no historical data to rank vulnerability to the health and safety of Concord residents, workers or travelers.

4.1 Vulnerability Narrative by Profiled Hazard

Severe winter/ice storm: Moderate
Summary: While all structures are vulnerable to major snow loads, there is little evidence to support concern over structure failure due to snow loads on roofs, ice on gutters, etc. Town snow removal equipment is vulnerable to damage with greater use, especially during emergency situations as well as road damage from plowing. Populations caught outdoors, commuting or working outside during a serve winter storm are more vulnerable to cold-related injury and/or snow related accidents but winter comes every year and residents, and the town are accustomed to making intelligent decisions regarding safety and protection of infrastructure. Special populations (e.g., aging, disabled, etc.) are more vulnerable in terms of mitigating structure loads, hazardous travel and relocating to safety.

Extreme Heat and Cold: Moderate
Summary: Recent evidence shows that greater extremes in temperature and overall weather fluctuation are occurring with increased frequency. A long-duration cold snap can cause significant damage to structures due to bursting pipes and the residential health and safety considerations include factors related to financial resources, fuel supply, sheltering, provisions and employment. Extreme heat is a risk for the town because of the health and environmental variables associated with this growing threat.

Fire: Moderate

Summary: An assessment of town structures vulnerable to structural fire would be based on age and proximate location to other high-risk structures. Community assets are not particularly vulnerable to wildfires as they are typically located in town centers and away from large tracts of forested and vegetative land. However, with expectations of more frequent drought conditions and increased wildfire risk, the town will plan to use available resources, like Firewise outreach programs, to educate community on how to minimize the risk of brush and wildfires and to issue dry weather alerts when the risk wildfire is high. Higher death rates from fire statistically correlate to population factors including elderly population, adult smokers, poverty rates, and education. The most significant common factor in fire fatalities in Vermont continues to be the absence of a functioning smoke detector in the sleeping area of residential structures. In Vermont, structure fires can be caused by improperly disposing of ashes with live coals from wood stoves, lit cigarettes, failure to clean creosote from solid-fuel heating equipment chimneys, or faulty electrical wiring. Although structural and wildfire incidents in Concord have been minimal in recent years, the probability of occurrence remains high with the projection of more extreme temperatures and continued periods of draught due to climate change. Concord residents remain particularly vulnerable to structural fires, which are more likely to cause physical harm and damage to homes, because many of the residents heat their homes using wood or pellet burning stoves and other riskier means.

Flooding: High

Summary: Flooding is one of the primary natural disasters in Vermont. According to the Vermont Economic Resiliency Initiative website, 25% to 40% of businesses affected by a disaster never reopen. Current demands/priorities for the highway department are directly linked to past or potential flood damage. While the magnitude of damage has been slight, there is a consistent effort to mitigate flood and flood-related damage to the town's infrastructure. In the event of a major flood, most of the land lying between Vermont Route 102 and the Connecticut River would be flooded. Fortunately, practically all of this land is currently in agricultural use. To insure against the damage and inconvenience a major flood would cause, other types of development should be somewhat limited in this general area. Substantial flooding also occurs along the banks of Leach and Hall Streams. A dam failure would have catastrophic implications on homes, buildings, people and equipment.

The risk of flood damage is influenced by other factors in addition to location within these designated flood zone areas. Road infrastructure located in the floodplain, including bridges and culverts, particularly those that are undersized or in poor condition, are vulnerable and exacerbate flood risk to surrounding areas. Infrastructure, including bridge and culvert inventories, are also vulnerable to flood and fluvial erosion damage. The failure of bridges and culverts during a flood disaster is primarily due to being undersized and constricting flow. The resulting debris jams, increased streambed scour, bank erosion both up and downstream of the crossing and slope failure further exacerbate the impact of undersized culverts. Factors contributing to debris jams include materials stored in the floodplain and unsecured structures (i.e. hay bales, propane tanks; small sheds; wood piles). Vermont State has begun to focus its

efforts on hydrologically connected road segments to improve overall flood resiliency of roadways as recently adopted as part of the new Municipal Roads General Permit (MRGP) Standards.

Infectious Disease: Moderate
Summary: Not only is the COVID-19 virus current during the drafting of this plan but it will likely remain active for some time to come. While Vermont has remained relatively insulated from the worst-case scenarios already seen in other states regarding infection rates and deaths, there have been significant financial impacts for the region and state. There are several important considerations for the town and villages to take on. Issues such as tax revenue reductions from failure to pay on a large scale to how a major storm event could compromise pandemic response (e.g., sheltering operations and resource allocation).

Drought: Moderate
Summary: While relatively rare, the potential for extreme weather patterns, including heat are on the rise. A drought scenario has both direct and indirect costs and consequences that can often be difficult to respond and recover from. During drought situations, wells will often need to be dug deeper and when there is such a drastic increase in demand for contractors, the wait times to get water flowing again can be long. As with any disaster, the capacity to adequately respond is surpassed and in a major drought, this holds true. With recent rains and flooding, a drought scenario seems almost implausible but history has shown that they do occur and like flooding, the consequences could be severe and long-lasting.

4.2 Critical Facilities

The Center for Disaster Management and Humanitarian Assistance defines critical facilities as: "Those structures critical to the operation of a community and the key installations of the economic sector." The town plan lists all Concord properties and their use. With this, there is no evidence to suggest that any critical facility is highly vulnerable during any hazard event, but the school is in the flood hazard area.

4.3 Infrastructure

There is a total of 78.225 miles of public roadways in Concord classified as follows:

- *Class 1 highways* – 10.765 *miles:* Class I highways are those town highways that form the extension of a state highway route. The Agency of Transportation shall determine which highways are Class I highways.
- *Class II Town highways -11.710 miles:* These are the most important highways in each town. As far as practicable, they shall be selected with the purpose of securing main lines of improved highways from town to town and to places which by their nature have more than the normal amount of traffic. They are designated by the Select Board and approved by the Vermont State Highway Board.

- *Class III Town highways* -43.10 *miles:* These are all traveled highways other than Class I or II. The Select Board, after conferencing with a representative of the State Agency of Transportation, shall determine Class III highways. The minimum standards for Class III highways are that they be negotiable under normal conditions all seasons of the year. This would include, but not be limited to, sufficient surface and base, adequate drainage, and sufficient width to permit winter maintenance.
- *Class IV Town highways* -12.71 *miles:* Class IV town highways include all other town highways as designated by the Select Board. These roads are typically 3 rods wide (unless otherwise recorded), are not eligible for state aid funds and are not maintained for winter use. These highways are maintained for summer service only; persons erecting dwellings served by these roads cannot expect winter service. There has been little change in the classification of roads in the past ten years, and there is no anticipated change during the current planning period. Adequately repairing class 4 roads through funding support will require re-classification and if residents are isolated from flooding on class 4 roads that require action, this can be a challenge.

Table 4-1 Town highway mileage by class, Town of Concord

Class 1	Class 2	Class 3	Class 4	State Hwy	Fed Hwy	Interstate	Total 1, 2, 3, State Hwy
10.765	11.710	43.10	12.71	0	0	0	78.285 Miles

Source: data derived from VTrans TransRDS GIS data/Concord Town Plan

Dams: There is a man-made dam on Miles Pond and a natural dam on Shadow Lake. Upstream on the Connecticut River there is the Gilman Dam and the Stratford Dam The 2018 Vermont State All-Hazards Mitigation Plan states the following:

"While a rare occurrence, dam failure and resulting flooding can be devastating and threaten life and property downstream of dams. Dam failure can occur not only during large storms and high flows, but also during normal, sunny day conditions. While the depths and extents of flooding caused by dam failure are most severe during storms when reservoir elevations and rivers are at their highest, the public is generally conscience of flooding under these conditions. For this reason, it is often the sunny day failure scenario, that occurs with no warning, that is most dangerous. Dam failure is caused by the overtopping or structural failure of a dam resulting in a significant, rapid release of water, which can lead to flooding. Structural failure can be caused by many factors, such as internal soil erosion in earth embankment dams, sliding or overturning of concrete dams, gate failure, or caused by other means, such as deliberate sabotage. Dams are classified according to their potential for causing loss of life and property damage in the area downstream of the dam if it were to fail using the general classification system: High Hazard, Significant Hazard, and Low hazard. It is important to note that the hazard class is independent of the condition of a dam. Depending on the entity that regulates the dam, these definitions have minor but notable differences. In Vermont, dams are regulated by four distinct entities depending on the purpose and owner of the dam:

• Dams that are part of the production of power (i.e. hydropower) constructed before 1935 (with a few exceptions) are regulated by the State of Vermont Public Utility Commission (PUC). The

PUC regulates approximately 25 dams, six of which are considered HIGH hazard and five of which are considered SIGNIFICANT hazard.
• Hydropower Dams constructed after 1935 (with a few exceptions) are regulated by the Federal Energy Regulatory Commission (FERC). FERC regulates approximately 80 dams, 18 of which are considered HIGH hazard and seven of which are considered SIGNFICANT hazard.
• Dams owned by the Federal Government (i.e. United States Army Corps of Engineers, USACE) are essentially self-regulated by that agency. Federal entities regulate approximately 5 HIGH hazard dams and one SIGNIFICANT Hazard dam.
• Non-federal, non-power dams are regulated by the Department of Environmental Conservation, (DEC). The DEC regulates approximately 41 HIGH Hazard Dams and 110 SIGNIFICANT hazard dams

In 2018, the Vermont State Legislature passed a law updating the existing regulation of dams, Statute 10 V.S.A. Chapter 43 which applies to the DEC and PUC. The purpose of the law is to serve to protect public safety and provide for the public good through the inventory, inspection, and evaluation of dams in the State. The law aims to provide a definition for a dam, update and modernize the State's dam inventory and give the DEC rulemaking authority for items such as exemptions, registration, hazard classifications, EAPs, inspections and design standards. These rules will be developed over the next several years."

Following DR4720, state inspectors fanned out to examine the conditions of more than 350 dams in Vermont. Inspectors found defects in at least 60 dams. Five of those dams were classified as "high" hazard, which means a "probable or certain" loss of life downstream in case of failure. Twenty-two were "significant" hazards — meaning failure could cause "major or extensive" property loss. However, none of those 27 dams are "at risk of imminent failure." But at least three small dams failed completely during the flooding: the Hands Mill Dam, the Clark Sawmill Dam in Cabot, and the Lyons Dam in Peru, according to state officials. No injuries were reported, and it's not clear how much damage, if any, the failure of those dams caused downstream.

4.3.1 Water System

There is no municipally-owned community water system in the town of Concord at the present time, although there is a water system serving the Concord School. Water for domestic use is obtained from individual drilled wells, dug wells, or springs. In North Concord a privately-owned system from a spring on Ladd Road feeds 12 units, including mobile homes on Wesley Road and Rte 2. The Mobile Home Park at Glenside Lane is supplied by a private artesian well, with a storage building and treatment facility, feeding 24 units. There are also other small, shared water sources in town. There is no municipal septic service offered at this time in the town of Concord. Domestic sewage is disposed of individually by means of septic tanks and leach fields. The Town's zoning regulations currently allow high-density development in the village areas and a small area around Miles Pond. However, these areas are limited to development that can provide adequate sewage disposal. These high-density zones were established to allow the continued use of pre-existing homes and businesses that are established

in these areas. The Town's current zoning by-laws recognize the limitations of the soils and natural water supplies in these areas. The Town of Concord is a member of the Northeast Kingdom Waste Management District (NEKWMD) and works cooperatively with the District to manage the solid and hazardous wastes in accordance with the District's Solid Waste Implementation Plan. The Town maintains a solid waste Transfer Station at the Town Highway property on Brook Road.

4.3.2 Electric Power Transmission Lines and Telecommunications

Green Mountain Power Corp is the sole provider of electricity in Concord. Landline phone service is widely available; however, cell phone service is limited in town.

4.4 Estimating Potential Losses in Designated Hazard Areas

The effects of climate change, changes in population, changes in land use, and development all can potentially influence the hazard impacts on people and community assets. Specific asset vulnerability is included in the table below with considerations for climate change, ice, snow, wind, drought, landslides, wildfire, and infectious disease.

Climate change brings the risk of more extreme weather patterns and events. As the frequency of severe weather and/or other natural events increase, so does the chance of significant impact. New development can influence land-use impacts to all hazards along with changing demographics (e.g., older adults have increased needs and decreased resilience during disaster events). Housing development in a flood prone area impacts flood vulnerability as does the clearing of trees for lumber may cause landslide issues. For Extreme Heat, new development can influence those extremes by methods such as the Urban Heat Island effect.

Related to overall changes in development during the last planning period and impact on overall vulnerability, there have been minor to moderate changes. The primary issue is single-family residential and subdivisions in upstream areas that have altered watersheds and sped up the peak-to-flood ratios on town smaller tributaries.

A flooding event like the worst experienced in the last 10 years could result in substantial damage to buildings or residential housing that exceeded 1%. As seen with the July floods of 2023, the volume of public and private property damage can be catastrophic, especially when municipal systems are compromised and/or destroyed (e.g., water and sewer systems). Changing demographics, especially an aging and more vulnerable populations poses enhanced vulnerabilities simply because these populations tend to have less autonomy in protecting personal safety and engaging in the required processes to recover from the impact of a hazard.

Since the last approved plan, priorities changed in response to the COVID-19 Pandemic but that has diminished. Both population and demographic changes in town have not resulted in new service demands related to natural disasters. Rather, service demands related to law enforcement, opioid use disorder, affordable housing, and services for the older adults have increased—arguably state-wide with increased needs in higher population density areas. Specific asset vulnerability is included in the table below with considerations for climate change, ice, snow,

wind, drought, landslides, wildfire, and infectious disease as they relate to climate change, changes in population, changes in land use, and development.

Table 4-0: Concord Natural Hazard Risk and Vulnerability Summary
[Note: Climate change and future conditions were considered in determining probability scores]

Hazard (probability)	Vulnerability	Extent (Storm Data from most severe event)	Impact (economic/health and safety consequence)	Climate, population, land use, and development change impact
Flooding (high)	Roads, Bridges,	A storm system dropped between 6 to 9 inches of rain in many areas throughout the state. Two major rivers, the Winooski and the Lamoille, surpassed water level records set during 2011's Hurricane Irene. The flooding caused 14 Vermont rivers to be in flood stage 2. Reservoir stage levels reached a level of 80.5 feet during Irene. July 2023 reached a level of 78.25 feet. The record is from April of 1987 at 85.2 feet.	DR 4022 resulted in 10 significant repair projects with a total Federal share of $90,798.45, the greatest disaster funding for a flood event the town has seen. Wastewater infrastructure suffered damage (two sewers) during DR4720.	Climate change can bring more severe rain events, increasing frequency. Mitigation actions may not occur fast enough to reduce repetitive damage to an area. Land use changes that decrease natural protection systems (tree cutting for lumber) increase vulnerability while repetitive damage properties can be acquired to reduce vulnerability. Population growth can increase development in higher risk areas. Population changes that decrease individual capacity to respond, recover from flooding increases overall vulnerability.

Fluvial Erosion/inundation/landslides (moderate)	In most areas where roads cross waterways, including bridges and culverts. Areas of steep slopes.	Road scouring results from drainage issues. Erosion occurs at shoreline but poses little risk.	North Main and Lincoln St two spots at risk for landslide. Erosion of the banks of the Connecticut River is ongoing concern. People can be negatively impacted by fluvial erosion through disruption in property integrity and in severe cases, dangerous acute scenarios during where erosion poses immediate safety risks during travel or inside a home. Further inundation flooding brings risk of drowning, property damage and subsequent health and safety concerns (e.g., structural integrity following flood damage, contaminated water supplies, sewer/septc failure, and mold). Landslides could pose safety risk to people located withing the landslide zone and/or during travel where acute landslide could	Land use changes that decrease natural protection systems (tree cutting for lumber) increase vulnerability while repetitive damage properties can be acquired to reduce vulnerability.

			down trees that could land on vehicles or bury them in debris.	

Extreme Cold/ Snow/Ice Storm (moderate)	Elderly & handicapped populations, remote structures, old/under insulated structures, public infrastructure and utilities, telecommunications, trees, school system.	February 2015 – 15 – 20 days below zero with wind chill of -30 º below zero 12/9/2014 - 12/12/2014 DR 4207 VT 12 inches very wet heavy snow; 3/6-3/7/2011 event 15-30" of snow/ 4" ice accumulation	For roof collapse: monetary damages will depend on each structure but, collapse of barn roof is often a total loss. This does not include the loss of livestock. People can be impacted via collapse of a house roof which may be at a 50% loss. For car crashes due to poor driving conditions resulting in operator injury/death. Risk of hypothermia and death are possible especially in older adults with reduced mobility, living alone, and reduced capacity to mitigate cold during power outage. Loss of energy or communication capabilities may occur and impede recovery.	Older adults and other vulnerable populations have increased vulnerability due to reduced resilience to extreme temperatures in addition to the ability to mitigate (e.g., shovel snow, stay warm, and meet ADLs). Climate change can produce more extremes in temperature and winter precipitation. There is no anticipated development that would increase the towns vulnerability to extreme cold, ice, and snow. However, in the future, Concord is expected to see more heavy, wet, snow events that would increase impacts to power lines, and could increase impacts on critical assets.

Fire (moderate)	The entire planning area is vulnerable to either structure/wildfires. As seen in 2023, the impact of remote wildfires (e.g., eastern Canada) can influence air quality.	Beginning in March 2023, Canada was affected by an ongoing, record-setting series of wildfires. The 2023 wildfire season is the most destructive ever recorded, with more than 6,132 fires having torched a staggering 16.5 million hectares of land by September. For Vermont, from 1905 to 1908, 149 fires burned 16,733 acres. From 2012-2016, 109 fires burned 317 acres. 1921-1930 resulted in the greatest total acreage burn at 3000.	The air quality in Vermont was significantly impacted by smoke. Air pollution concentrations reached levels that were particularly harmful for sensitive groups, including people with respiratory or heart disease, the elderly, and children.	Climate change can increase risk of fire locally and in other areas. Land use changes in adjunct to increased residential housing increases risk of a fire spreading and vulnerable populations (e.g., elderly with diminished health and those without transportation) could be disproportionately impacted.
Extreme heat/drought (high)	The entire planning area is vulnerable. Specific assets include older populations, children, people who work outdoors, and transportation infrastructure. Extreme heat often results in the highest annual number of deaths among all weather-related disasters.	Portions of Vermont, have the highest concentrated heat illness vulnerability and heat emergency ratings	2023 was the hottest year on record globally and in Vermont. Between 2000 and 2017, the number of recorded days per year with a daily temperature high greater than or equal to 85°F peaked during the 2016 summer at 45 days, closely followed by the summer of 2015	Changes in development or land use that increase demand on total water supply (public and private) increase vulnerability to drought. Any change in development or land use that decreases natural protection systems to extreme heat (e.g., tree clearing, paving) increase vulnerability to health impact of extreme hear. Any population change resulting in reduce ability to mitigate

	Any material asset requiring consistent maintenance is at risk if continuity of operations are impacted.		at 41 days in Burlington. A heat wave across Vermont in late June of 2024 resulted in temperatures into the mid-90's The drought of 1960-69 affected the entire State and was the most severe for regions of the state. The recurrence interval of this drought was greater than 50 years and was regional in scope, encompassing most of the northeastern United States. Precipitation in the State was less than normal every year during 1960-68, which was the longest continuous spell of deficient precipitation since 1895. Streamflow deficiency was greatest during 1965. In 1969, the drought ended abruptly. The entire planning area is vulnerable. Specific assets include older	impact of extreme heat (e.g., stay cool) can increase individual vulnerability.

			populations, children, people who work outdoors, and transportation infrastructure. Extreme heat often results in the highest annual number of deaths among all weather-related disasters. Any material asset requiring consistent maintenance is at risk if continuity of operations are impacted. Drought can impact health and safety of people and livestock through limited access to potable water. Crops can be damaged, disrupted agricultural economy and food supply.	
Infectious Disease (high)	The entire planning area is vulnerable in both health and financial stability. While the main vulnerability is people and financial stability, any material asset requiring consistent	COVID-19 has far-exceeded severity of 2009-2010 HINI Pandemic	2020 COVID-19 has resulted in the greatest infectious disease-related financial consequence for the planning area in history.	Climate change can potentially create weather patterns conducive to increased transmission and/or creation of an infectious disease. Any change in development or land use creating increases in population density increase vulnerability as does any population

	maintenance is at risk if continuity of operations are impacted. Climate change has the potential to increase vulnerability to infectious diseases through increased periods of extreme heat where vector-borne diseases can increase. Flooding can increase infectious agents in community water supplies in addition to any prolonged environmental stressor that negatively impacts human and/or livestock immune function, where-by decreasing natural protection from infections disease and/or creating situations for epidemics and future pandemics.			change defined by reduced immunity and ability to mitigate risk of infection (e.g., elderly, communal housing residents).

Vulnerability Summary:
It can be argued that with each major disaster, the subsequent mitigation efforts reduce overall vulnerability. However, many communities that made major repairs related to flood damage since 2011 were devastated in the July 2023 flood, often in unprecedented ways. Again in 2024, some communities, including Concord, sustained significant damage at both the municipal and residential levels. Recent events are proving that vulnerability to the impact of climate change is real and increasing. Temperature extremes, precipitation, air quality, and sever weather are becoming more common and with greater frequency comes greater risk that vulnerable areas and populations will be impacted. What Vermont will do collectively to support the growing need to protect assets and people during the next planning period will be crucial for Concord as the town continues its mitigation efforts to reduce overall vulnerability.

SECTION 5: MITIGATION STRATEGIES

As mentioned in the previous section, the greatest advancement in mitigation planning the town has achieved is from the direct experiences in responding to, and recovering from, the major disasters that have impacted the town since 2011. The frequency of major flood events appears to be increasing with record breaking rains in 2023 and 2024. Disaster experiences will continue to evolve and redefine how the entire state views and approaches mitigation. The work of state agencies, including those devoted to transportation, the environment, community development, and emergency management, have also changed the way towns go about their day-to-day operations and planning, both in emergency situations and out. This plan update allows for a continuation of the systematic documentation of mitigation efforts in the next planning cycle. The implementation matrix captures specific progress and gives the town a guide from which all future action and updates can be based on.

5.1 Town Goals and Policies that Support Hazard Mitigation

Concord has adopted regulatory provisions to promote flood resilience and has formally documented these provisions in the Town Plan. These include:

- ***Flood Hazard Review Procedures*** *which regulate Special Flood Hazard Areas as defined by FEMA.*
- ***Town Road and Bridge Standards*** *that are in compliance with the 2019 model codes and standards developed by VTrans.*

The Town of Concord has adopted a local plan and zoning regulations to guard against future development in inappropriate locations such as flood prone areas. Concord is a member of the National Flood Insurance Program (NFIP). Concord is not a rapidly developing community and is not expected to have a rapid influx of new development in the near future. All development strategies are carefully reviewed by the Zoning or Development Review Board. All buildings being improved in or near frequently flooded areas are required to elevate or provide additional mitigation measures.

5.1.1. Capital Improvement Goals

a. Provide services and facilities deemed necessary for the orderly and rational development of the Town.

b. Continue to meet or exceed the VTrans Road and Bridge standards. Participate in regional road foreman trainings and Transportation Advisory Committee meetings to stay abreast of flood resilience measures for the Town's roads and bridges.

c. Continue to update the Town's transportation infrastructure information in the Vermont Online Bridge and Culvert Inventory Tool (vtculverts.org).

d. Replace undersized and failing culverts.

5.1.2. Housing Goals

a. Concord, the region, and the State of Vermont continue to grapple with enforcement and navigating the complex issues around derelict properties and housing needs.
b. Determine best practices for dealing with primitive camp-to-permanent residences.
c. Create affordable housing for those most in need.

5.1.3. Public Participation Goals

a. Continue to solicit input regarding planning issues from town residents and from other entities which can help to offer solutions and insight into the problems the Town faces both now and in the future via formal meetings and advertised opportunities for input.
b. Utilize resource entities to increase awareness, enhance planning and engage in exercises that address needs in the community.

5.1.4. Natural Resources

a. Ensure that the existing health ordinance is enforced to maintain protection of both surface and groundwater supplies.

b. The town should continue the process of identifying the land conservation priorities, and to the degree possible, link them to broader regional conservation work.

c. In line with the VTrans mission statement regarding climate change, the town remains committed to the following:

- Identify, protect and preserve important natural features of Concord's landscape that help define the community's identity and sense of place.
- Preserve and enhance the historic character, pattern and scale of the built environment in Concord.
- Preserve rural character, open space and working lands in the areas of town beyond the villages.
- Ensure that conserved lands and/or lands under long-term stewardship encompass a diversity of landforms.
- Protect priority forest blocks and other habitat necessary for native animal and plant species to thrive and meet all their survival requirements.
- Prevent adverse environmental impacts resulting from irresponsible land use.
- Ensure that there are viable alternative routes around vulnerable infrastructure such as bridges and roadways.

e. In line with DEC's best practices regarding fluvial erosion, the town will work to:

- Slowing, Spreading, and Infiltrating Runoff (The State Surface Water Management Strategy.[8]
- Avoiding and Removing Encroachments.[9]

[8] http://www.watershedmanagement.vt.gov/swms.html and http://www.watershedmanagement.vt.gov/stormwater.htm)
[9] http://www.watershedmanagement.vt.gov/rivers/htm/rv_floodhazard.htm and http://www.watershedmanagement.vt.gov/rivers/docs/rv_RiverCorridorEasementGuide.pdf

- River and Riparian Management: DEC has prepared a compendium of *Standard River Management Principles and Practices* to support more effective flood recovery implementation; improve the practice of river management; and codify best river management practices in Vermont. The document compiles the most current river management practices based on the best available science and engineering methods to create consistent practice and language for risk reduction while maintaining river and floodplain function. Best practices are established to address common flood damages, including:
    - Erosion of banks adjacent to houses and infrastructure
    - Erosion of road embankments
    - Channel movement across the river corridor
    - Riverbed down-cutting that destabilizes banks, undermines structure foundations, exposes utility crossings, and vertically disconnects rivers from adjacent floodplains
    - Bridge and culvert failure.[10]

5.1.7. Policies

a. Through both town and state-level management, the town will work to:
- Encourage and maintain naturally vegetated shorelines, buffers and setbacks for all rivers, ponds and streams.
- Reduce flood hazard and repetitive road and driveway washout through continued updates and adherence to priorities in road, bridge, and culvert improvement projects.
- Identify and manage pollution, flooding and fluvial erosion hazards along rivers and streams as they arise.

5.1.8. Transportation Goals

a. Maintain a safe and efficient multi-modal transportation system that can support the land use, resource protection and economic development goals, objectives, policies and recommendations.
b. Provide transportation facilities and services that will allow people to travel into, out of and within Concord by means other than private motor vehicles (rail, transit, biking, carpooling).

5.1.9.1. Energy Goals

a. Encourage cluster housing and neighborhood commercial services along established transportation routes.
b. Encourage the development of pedestrian and bike paths, and park and ride facilities throughout town.

[10] http://www.watershedmanagement.vt.gov/permits/htm/pm_streamcrossing.htm

c. Promote public transportation and ride sharing.
d. Promote the use of energy efficient streetlights in the community.
e. Purchase the most energy efficient or alternative powered municipal vehicles that will, at the same time, perform the necessary functions of the particular department.
f. Promote bringing jobs to the community where people live.

Proposed Land Use

Concord's Land Use Regulations were originally adopted on November 15, 1973, and most recently amended in 2022. The Zoning Bylaws hold to the recommended practices under the NFIP and all continued compliance and participatory requirements are managed by the Zoning Administrator. The town does not, nor does it plan to, have building codes in the future. Zoning regulations, current and applied governance related to structures (e.g., state building codes for commercial buildings and energy codes) are adequate and effective. The Administrative Officer (AO) enforces the flood hazard regulations, which are integrated with the City's zoning regulations. The AO receives and reviews permit applications and forwards for board review as appropriate. In accordance with FEMA requirements, the AO maintains records of all permits issued for development in areas of special flood hazard; elevations, in relation to mean sea level, of the lowest floor, including basement, of all new or substantially improved buildings; elevations, in relation to mean sea level, to which buildings have been flood proofed; flood proofing certifications; and all variance actions, including justification for their issuance.

Land Use Goals

Update Regulations to:

- Modernize the regulation language.
- Allow for zoning applications for primitive dwellings to be approved by the zoning administrator.
- Adjust minimum lot size in the High Density District to support future village development.

Land Use Strategies

The town will continue to encourage stewardship of its natural resources through information and education and promote viability of resources through Current Use, Vermont Land Trust and Local Vermont products.

Future Development and Housing

The increased development around the Miles Pond and Shadow Lake areas has resulted in upgrades to existing properties and the conversion of single-owner seasonal properties to year-round residential and rental properties but this has not impacted vulnerability. Despite the advantages of attracting new businesses and housing, the town does not foresee major development occurring in the next five-year planning cycle. Other than individual real-estate transactions, there is little anticipated business development projected. While the town does not

anticipate significant new buildings or infrastructure development in the next planning cycle, there are some challenges as identified in the housing section above. In short, having safe and affordable housing for all residents remains an issue.

5.2 Existing Concord Capabilities that Support Hazard Mitigation

Flood regulations are incorporated into Concord's Land Use Regulations to apply in all areas identified as special flood hazard on the current National Flood Insurance Program maps. All development including fill, excavation, grading, erection or placement of structures, substantial improvement of existing structures, and storage of equipment and material prescribed by the Town of Concord Land Use Regulations are permitted within an area of special flood hazard only upon the granting of a conditional use permit by the Zoning Board.

The town has done an excellent job at monitoring and addressing transportation issues, engaging in a documented and systematic approach to mitigation actions. Applicable funding opportunities to address needs are consistently pursued. The town continues to move forward with administrative and operational policies and procedures that help define life in Concord. While the ability to expand and improve the identified capabilities to achieve mitigation is considered adequate to protect the town from the profiled hazards, there also exists the lack of authority and/or ability to expand and improve on current capabilities. For example, the town does not possess unlimited resources and must operate within the confines of allotted budgets and personnel, even when grant funding is available. Additionally, the town's level of authority in taking actions that directly impact the health and safety of residents (e.g., evacuations, avoiding travel, etc.) are at a level of recommendation only.

Additional funding relationships are established and ongoing with Structures Grants and FEMA. The town has been able to enhance its resilience and overall preparedness. The town has addressed its current and future needs and by and large, road improvement projects remain the primary focus for the town and the areas identified were selected based on the condition of culverts and ditches and primarily focused on runoff issues particularly as the incidence of heavy storms has increased. In many cases, culverts properly sized for normal rain events are overwhelmed by the severe ones. The town will seek local, state and federal funds to address the sites identified as priorities. The town has also adopted municipal road and bridge standards that meet or exceed the most recent standards and has an approved and annually adopted Local Emergency Operations Plan and Town Plan.

Concord is exposed to flood and erosion risks that will become more extreme in future decades as a result of climate change. Future land use and development decisions need to respond appropriately to those hazards to minimize future damage or loss. Flood resilience needs to be considered in the upland areas as well to ensure that land development does not contribute to downstream flooding. Maintaining or establishing riparian buffers along streams for their flood attenuation, stream bank stabilization, water quality and wildlife habitat benefits are goals of the Town Plan with the concept of using land within the floodplain and river corridor. The effective flood maps are used by the town to support flood hazard area regulations and are assessed for necessary changes as part of the NFIP continued compliance. The Zoning Administrator is the compliance officer for the town's participation in the NFIP.

The town participates in the NFIP and has Zoning Regulations that reflect its commitment to mitigating flood risk. Prior to the issuance of any zoning permit the Zoning Administrator shall first satisfy himself that the subject of the application is in conformance with this bylaw. Any proposed use or structure in the flood hazard area must meet all the standards and criteria for development in the zoning district where it is located, after which it must meet the requirements of these flood hazard area regulations. The town has not directly engaged in substantial damage (SD) determinations or permitting for substantial improvements (SI) within the SFHA. If a SD determination had to made, it would be managed by the Zoning/Floodplain Administrator who would coordinate that work with a qualified consultant. With no building department or building inspection system, the town relies on its flood hazard regulations. Specifically, under Title IX Flood Hazard Review Procedures where substantial improvement of existing buildings is covered. All substantial improvements require site plan and conditional use review and approvals.

Table 5-0: Existing Town Capabilities that Support Hazard Mitigation

Type of Existing Protection	Description /Details/Comments	Issues or Concerns
Emergency Response		
Police Services	Vermont State Police/Essex County Sheriff	None at this time
Fire Services	Concord VFD	None at this time
Fire Department Personnel		Continued training for fire and rescue personnel, along with maintaining and updating of equipment is essential.
Fire Department Mutual Aid Agreements	Northeast International Mutual Aid (19 participants)	None at this time
EMS Services	Concord	Continued training for fire and rescue personnel, along with maintaining and updating of equipment is essential.
Other Municipal Services		
Highway Services	Town Highway Department	Staffing pool is limited in the event of need
Highway personnel	3 FTE field personnel	See above
Water / Sewer Department	none	
Planning and Zoning personnel	Yes	None at this time
Emergency Plans		
Local Emergency Operations Plan (LEOP	2023	Assure sheltering plans and contact information is up to date and vulnerable populations are addressed.
School Emergency/Evacuation Plan(s)	2023	Increased collaboration (with town staff, school, NVDA), knowledge of roles and drills are next step. Grace Community Church is backup location for evacuation.
Shelter, Primary	Concord School	Warm/Cool-Yes Overnight-Yes Food Prep-Yes Showers-Yes Healthcare-No Capacity: 200 Pets Allowed? Yes
Replacement Power, backup generator	no	None
Shelter, Secondary:	Concord Town Hall	Warm/Cool-Yes Overnight-Yes Food Prep-No Showers-No Healthcare-No Restroom-Yes Capacity: 75 Pets Allowed? Yes

Replacement Power, backup generator	no	
Municipal Plans		
Town / Municipal Comprehensive Plan	2023	None at this time
Hazard Specific Zoning (slope, wetland, conservation, industrial, etc.)	Yes	Consider using current best practices to guide actions for achieving a "No Adverse Impact" policy as well as assuring future farm development occurs with defined best practices
Participation in National Flood Insurance Program (NFIP) and Floodplain/Flood Hazard Area Ordinance	Active Participation and in good standing with NFIP. Managed by Zoning Admin.	None at this time
Road and bridge standards	2019	Strive to coordinate lists and keep up to date

5.3 Concord All-Hazards Mitigation Goals

5.3.1. Flood Resilience Goals:

a. Guide the future growth and development of land, public service and facilities.
b. Identify areas where development may not be appropriate due to environmental conditions. This may be due to conditions evident at the site such as excessive slope, aquifer recharge areas, erosion of stream banks or to the existence of other natural resources such as an important wildlife habitat.
c. Land use growth and development should be planned to balance market needs and demands with the capacity of the land, municipal services, and infrastructure network to accommodate it. Development and growth should be encouraged in areas where municipal water, sewer, and roads are available. Growth should be done in ways that do not burden existing systems and costs of operating those systems on the taxpayer.
d. Preserve existing roads, bridges, and culverts by regular maintenance and continued inspections. Maintain formal road plans to ensure good quality roads and to help make optimal use of limited resources.
e. Consider the best mitigation measures when repairing and planning Town infrastructure.
f. Take measures whenever possible to protect rivers and streams.
g. Ensure long-term, sound stewardship of natural resources through reliable planning and management practices.
h. Continue to inform the public, through zoning, of State Residential Energy Standards and the requirement that new construction meet those standards.
i. Explore other opportunities to secure public monies that can be used to retrofit and/or improve the energy efficiency of private housing units locally.
j. Maintain active membership in the National Flood Insurance Program (NFIP)
k. Having an approved and adopted Local All-Hazards Mitigation Plan
l. Maintaining an up-to-date Local Emergency Management Plan

The following mitigation goals were developed by the planning team, vetted during a warned community meeting and approved during the development of this plan:

- Reduce at a minimum, and prevent to the maximum extent possible, the loss of life and injury resulting from all hazards.
- Mitigate financial losses and environmental degradation incurred by municipal, educational, residential, commercial, industrial and agricultural establishments due to various hazards.
- Maintain and increase awareness amongst the town's residents and businesses of the damages caused by previous and potential future hazard events as identified specifically in this Local All-Hazards Mitigation Plan.
- Recognize the linkages between the relative frequency and severity of disaster events and the design, development, use and maintenance of infrastructure such as roads, utilities and storm water management and the planning and development of various land uses.
- Maintain existing municipal plans, programs and ordinances that directly or indirectly support hazard mitigation.
- Develop a mechanism for formal incorporation of this Local All-Hazards Mitigation Plan into the multi-jurisdictional municipal comprehensive plan as described in 24 VSA, Section 4403(5). This mechanism will be developed by the Planning Commission, Selectboard, and NVDA and integrate the strategies into the existing town plan as annexes until the next formal update occurs, where a section devoted to mitigation planning will be integrated into the plan.
- Develop a mechanism for formal incorporation of this Local All-Hazards Mitigation Plan, particularly the recommended mitigation actions, into the town operating and capital plans & programs as they relate to public facilities and infrastructure within political and budgetary feasibility. The Planning Commission will review the plan and use language/actions from it to inform the integration and update process. Town Meeting Day will serve as the formal time that mitigation strategy budgetary considerations will be approved and incorporated into the town budgets.

5.4 Mitigation Actions

While the town has seen minor to moderate change in demographics and/or population, the community impact and subsequent needs resulting from the pandemic provided new challenges and insights. Given this new awareness of the social vulnerabilities (e.g., loss of income, aging population, and access to health care), the town is poised to enhance protecting vulnerable populations from all-hazards and by doing so, improving overall community resilience in a wholistic manner. Improving infrastructure to be more resilient to hazards has financial, health and safety implications. The better a community can merge long-term cost-savings through mitigation actions while addressing the health and safety of its residents, the greater the resilience of that community. In the next planning cycle, the town will have an increased focus on mitigating the consequences of climate change. Assuring the safe and viable functionality of the water system and having adequate staffing in all municipal departments are foundational elements of success moving forward. The following defines town mitigation planning for the next five years:

Mitigation Action Groups:

(P) Prevention: Government administrative or regulatory actions or processes that influence the way land and buildings are developed and built. These actions also include public activities to reduce hazard losses. Examples include planning and zoning, building codes, capital improvement programs, open space preservation, and storm water management regulations.

(PP) Property Protection: Actions that involve the modification of existing buildings or infrastructure to protect them from a hazard, or removal from the hazard area. Examples include acquisition, elevation, relocation, structural retrofits, flood proofing, storm shutters, and shatter-resistant glass.

(PEA) Public Education & Awareness: Actions to inform and educate citizens, elected officials, and property owners about potential risks from hazards and potential ways to mitigate them. Such actions include outreach projects, real estate disclosure, hazard information centers, and school-age and adult education programs.

(NRP) Natural Resource Protection: Actions that, in addition to minimizing hazard losses also preserve or restore the functions of natural systems. These actions include sediment and erosion control, stream corridor restoration, watershed management, forest and vegetation management, and wetland restoration and preservation.

(SP) Structural Projects: Actions that involve the construction of structures to reduce the impact of a hazard. Such structures include storm water controls (e.g., culverts), floodwalls, seawalls, retaining walls, and safe rooms

5.4.1. Current Capabilities and Need for Mitigation Actions

The Town Plan's goals and policies that support hazard mitigation and the existing mitigation actions demonstrate the variety of policies and actions forming the foundation of this All-Hazards Mitigation Plan Update. The town has considered future needs and the financial considerations required to meet these needs. Generally, the Town considers its existing capabilities are adequate to address the identified priority hazards in this update. As with most towns in the state, mitigating flood-prone areas is a continuous effort that sees increased attention following a major event. The town remains aware and diligent in keeping up with mitigation actions for all municipal systems. There exists a collaborative spirit that not only is valued but serves to enhance efficiency of action what needs to be done. The Town regards its current hazard mitigation efforts carried out by the Public Works Department as adequate to address winter storm impacts to local roads, however temporary road closure due to winter storms may isolate parts of town. However, with recent changes in weather patterns and subsequent response, there is increased financial and labor considerations to assure safe driving conditions. As part of the strategies defined in this plan, the town made provisions for mass communication and, if telecommunication lines are down, a method for alerting residents of the alternate means of information dissemination and/or protocol (e.g., shelter logistics). Major infrastructure that has seen repeated damage due to flooding is a concern for the town and remaining active in identifying priorities, working with State Transportation and Natural Resource Agencies as means to increasing infrastructure resilience is a priority.

5.4.2 Progress in Mitigation Efforts

The table below provides status updates on the mitigation actions specific to infrastructure projects listed in the last approved plan. Actions from the previous plan not addressed and no longer being pursued have been determined to be low priorities for the town. A low priority action from 2018 is defined by one or more of the following attributes:

- An action that is no longer considered a necessary strategy to mitigate risk by respective experts at the town, state, and or regional level.
- An action that is not feasible or required to maintain daily operations and/or protection systems.
- An action that is not associated with reducing risk to a natural hazard with an acceptable cost-benefit ratio.

Actions from the previous plan not addressed but remaining a priority are also indicated and included in proposed actions for the next planning cycle. A full status summary of the 2017 Mitigation Plan actions is included below:

Table 5-1: 2017 Mitigation Plan Action Status Summary

2019 MITIGATION ACTION	Status for 2024 Update
Improve flood resilience through highway, culvert and bridge programs and floodplain management.	1. Ranney Road Culvert (off Victory Rd.): 300' from Moose River Problem: Culvert too small. Spring melt will washout road and leave one resident isolated. Solution: Upgrade to 6X6 concrete culvert. **Not completed because it is not a town road.** 2. Fornier Road: Bridge crosses Moose River. New Decking and Removed Center Pier. Problem: Ice jam can block road and bridge can be cut off for a week during spring melt Solution: Bridge elevation study and/or increase flow capacity (needs hydraulics study) **COMPLETED with New Decking and removal of Center Pier.** 3. Wilson Road Culvert at Cherry Tree Road Intersection: Drains directly into Moose River Problem: Culvert too small: 2'' rain event can cut off 10-bed Nursing Home. May 2011 floods cut off for 3 days. Solution: Upgrade to 6X6 Box Culvert: **COMPLETED**

4. Victory Road Culvert (North of Wilson Rd. intersection): 100’ from Moose River.

Problem: Culvert too small

Solution: Waiting on hydraulics study, likely needs 8X12 Box Culvert:

COMPLETED

5. Cross Road at Shadow Lake Intersection.

Problem: Drains directly into River.

Solution: Upgrade to 6x6 Box Culvert.

Awaiting Hydraulic Study and will be included as action in next planning cycle.

6. George St. Culvert (off Shadow Lake Rd: 1000’ from Moose River

Problem: Has washed out twice since May 2011, isolates houses on dead end street

Solution: 6X6 Box Culvert needed. Plan to apply for structures grant.

COMPLETED

7. Woodard Rd. (.25 mile from Route 2): 500’ from Moose River.

Problem: Lacks adequate ditching and requires new culverts

Solution: Better Back Roads Grant obtained for lower section. Pursue funding for upper section concurrently after hydraulics study

COMPLETED

8. South St. Culvert (between Eastern Ave. and Long Hill): 50’ from Moose River.

Problem: High Priority project. Culvert is rotted through and neighboring home’s basement flooding as result.

Solution: Applying for structures grant through VTrans.

COMPLETED

9. Folsom Ave and High Street: 500’ from Moose River.

Problem: High Priority project. There is no drainage and road washes out with 1’’ of rain.

Solution: Currently in Engineering phase.

COMPLETED

	Railroad-area culverts are aging. There are 9 culverts that cross through town. With only a 25'' right-of-way, the town is unable to mitigate without some agreement with rail lines. **Not completed and enhanced communication with rail lines remains and action for next planning period.** 2. Bridge 32 (Shadow Lake Rd) and 38 (Rawlston Corner Rd): Key bridges link main artery from Waterford and Littleton (route 2). While no history of highway incidents, with the school being on the route, there is concern for bridges being compromised by accident or flooding. **No damage in last planning period but concern is still there. Opportunity investigation will remain on action items for next planning period.**
Documenting – Develop a methodology that serves to efficiently capture work and expenditures on sites and keep this information at the town office Increase Awareness of Funding Opportunities - Increase understanding of FEMA's HMGP program so that this potential funding source can be utilized through trainings and communication with the State Mitigation Office. ICS Training and Emergency Operations (SOP) Plan Development – Enhance knowledge of the principles of ICS and develop a Standard Operating Procedures that details the relationship, roles and responsibilities of the Highway Department and Road Commission during major events.	**COMPLETED** **COMPLETED** **COMPLETED: Town officials required to take ICS and operational protocols are in place response and mitigation efforts follow major disaster event.**
Maintain and improve resilience to severe winter storms	**1)** Maintain Existing Shelter Capability: **Annual updates via LEMP completed.** **2)** Reduce risk of power failure due to ice storms: **Completed: High risk/aging trees continually monitored and cut down. Generators maintained with standard maintenance and testing protocol.**

	3) Notification: **Completed. Citizens Assistance Registry for Emergencies (CARE) is new platform for this action.** 4) Residential Programs: Financial programs related to COVID-19 event disseminated. 5) Enhance monitoring of roads for safe and effective plowing: **Completed.** 6) Increase awareness of ICS structure and recommended practices: **Town officials required to take ICS courses completed**.
Reduce risk and impact of extreme cold durations	1) Economic Resilience: Establish relationships with utility companies to offer special arrangements for paying heating bills, if not already required by state law. Develop and sustain a program that serves to connect resource organizations with residents in need of support services: **Not completed to limited resources and demand.** 2) Maintain Existing Shelter Capability: Maintain and improve capabilities of existing shelters. Notification procedures and shelter staffing is a priority for the city and intends to move forward on planning and public involvement: **Complete** 3) Assess Vulnerable Population— Develop an awareness of the most at-risk community members during an evacuation and/or sheltering event. Focusing on those that lack resources or capability to reach facilities when in need and create plans, including outreach protocol on how to address this potential hurdle: **Complete** 4) Notification and Education – Investigate and develop a notification/communication plan that conveys essential sheltering information. Educating citizens regarding the dangers of extreme cold and the steps they can take to protect themselves when extreme temperatures occur by sustaining a process that serves to disseminate educational resources for homeowners and builders on how to protect pipes, including locating water pipes on the inside of building insulation or keeping them out of attics, crawl spaces, and vulnerable outside walls. Inform homeowners that letting a faucet drip during extreme cold weather can prevent the buildup of excessive pressure in the pipeline and avoid bursting through a yearly public service campaign: **Partially completed via CARES resource.**

	5) Work with business owners and residents to determine magnitude of problem. Identify current resources available for identified at-risk populations and engage in outreach to alert those in need of assistance of the resources available. Requiring minimum temperatures in housing/landlord codes: **Completed via CARES resource.**
Raise public awareness of hazards and hazard mitigation actions	1) Hazard Resilience for Property Owners- Develop and maintain education materials to inform property owners on how to protect their homes and businesses through accepted hazard resilience actions (e.g. securing their structures from high winds, elevating their electrical equipment/furnaces in basements, protecting from lightning strikes by grounding electrical outlets, etc.). Use ACCD/UVM resources for outreach to mobile home residents regarding anchoring, floodproofing and other best practices for flood resilience: **Not completed and will remain an action for next planning period.** 2) HMGP Awareness: Attend informational sessions on the HMGP funding opportunities for acquisition, elevation and flood-proofing projects. Work with NVDA to develop an information brochure for residents: **Not completed due to lack of need.** 3) School Programs – Assure the school is structurally ready to handle natural hazard risks to the greatest extent possible. Continue school programs to raise student awareness of hazards, safety, preparedness and prevention. Explore establishing the school emergency notification system as the primary methodology for all emergency notification procedures and build in the contact information accordingly. **Completed. A portion of the school is susceptible to flooding due to location by river and evacuation procedures and public information policies are in place.** 4) Family Programs – Continue family programs, such as car safety seat and bike safety programs, to raise family awareness of hazards, safety, preparedness and prevention. **Completed via Fire Department** 5) Fire Prevention Programs – Continue National Fire Prevention Week and other programs to raise public awareness of fire hazards, safety, preparedness and prevention: **Completed.**

	6) Dam Preparedness – Dam management has inundation maps and their own notification procedures which they shared with the town. The town should consider developing an outreach strategy based on likely scenarios and the subsequent properties that would be affected. Consider involving state agencies in planning and/or exercises that focus on the logistical considerations after dam breach: **Not complete and will be reassessed during next planning period.** 7) Other hazard awareness programs – Develop public awareness programs, based on all-hazards needs. Programs to address pandemic hazards, preparedness and mitigation may be appropriate as directed by the state department of health and its jurisdictional offices of local health: **Completed in response to COVID-19.**
Continue fluvial geomorphology assessment and develop strategies in response to identified risks in addition to investigating increased mapping of the SFHA.	1) Fluvial Geomorphic Assessments – The town will work with DEC through coordinated meetings, workshops and communication to increase understanding of current findings and develop an applicable framework to help guide decisions related to priority infrastructure work and vulnerability: **Complete via DEC initiatives and river corridor mapping.** 2) Fluvial Erosion Hazard Mapping – Develop a fluvial erosion hazard map for the waterways, using the GIS extension known as SGAT (or Stream Geomorphic Assessment Tool) for assessed stream reaches. As assessments are completed, a map of all assessed waterways in the town will be created. **Not complete and will be reassessed during next planning period.** 3) River Corridor Management Plans – Using the River Corridor Maps, the town will develop an outreach strategy to residents/structures in or near the defined corridor. This communication should focus on flood resilience measures and opportunities. **Partially complete in that River Corridor mapping and considerations in Town Plan are complete. Outreach not a priority due to lack of risk/historic events causing damage.** 4)Fluvial Erosion Hazard Mitigation Implementation - The town will draft strategies to avoid or mitigate losses from the identified fluvial erosion hazards. These strategies may

	include the adoption and implementation of programs, mechanisms or regulations to prevent endangerment of persons and property in riparian corridor areas from fluvial adjustment processes. Efforts could range from a relatively simple, public information campaign about the map to the adoption of a municipal ordinance or by-law that restricts development in such hazard areas. **Complete. Flood resilience from erosion hazards noted in Town Plan.** 5) Administrative and Zoning Regulations: Zoning administrator will work with town officials and residents to determine if a "Zero Development" policy in high flood/erosion risk areas is required in the town and progress accordingly. **Not complete due to limited increases in development and risk.**

5.4.2. Specific Mitigation Actions

With emphasis on nature-based solutions (i.e., "green-engineering), several specific actions described below fall into the nature-based solution category. Sustainable planning, design, environmental management and engineering practices integrate natural features or processes into the built environment to promote adaptation and resilience. When an action is a nature-based solution, "NBS" will be included to denote the association. The following actions define the mitigation measures to be taken by the town in the next five years:

Action #1: Reduce vulnerability to flooding by evaluating capabilities of existing road and storm water management infrastructure, public education and through municipal services and regulations.
Action #2: Maintain and improve resilience to severe winter storms
Action #3: Reduce risk and impact of fire hazards.
Action #4: Reduce impacts of extreme temperatures
Action #5: Raise public awareness of hazards, hazard mitigation and disaster preparedness
Action #6: Reduce impact of drought
Action #7: Reduce impact of infectious disease event.

Below, each of the seven actions listed above are explained below regarding progress, project leads and partner agencies and specific action steps:

Action #1: Reduce vulnerability to flooding by evaluating capabilities of existing road and storm water management infrastructure, public education and through municipal services and regulations.

Group: SP, NRP, PP
Lead Responsible Entity: Concord Road Foreman

Potential Partner Entities: Vermont Agency of Natural Resources; State Geologist; Vermont Agency of Transportation; NVDA, VEM, FEMA and the ACCD
Timeframe: See Implementation Matrix
Funding Requirements and Sources: Grant-in-Aid (GIA), HMGP, FHWA, BRIC, VAOT grants; Municipal Operating and Capital budgets.
Progress: The town has put forth significant effort in restoring safe, functional roads following major flood events. The Road Foreman continually monitors road and storm water management capabilities. Since 2005, all bridges and culverts have been electronically accounted for.

Specific Identified Tasks:

- Infrastructure Projects: Funding and staff resources permitting, assess the vulnerability and operational capability of municipal-owned roads, culverts and other storm water management infrastructure to predicted storm water and snowmelt in areas with a documented history of recurring problems. Use the included Mitigation Action Agenda Items Short List included in this plan. The infrastructure will be evaluated regularly prior to replacement or upsizing of the existing infrastructure. Assessment of increased risk in specific areas with increased frequency of flood events should be considered (e.g., scoured/eroded slopes, stressed infrastructure, fluvial erosion).
    - Addressing general maintenance needs when repetitive flood damage work competes with time normally allotted for general maintenance, where-by increased risk of damage during next flood event.
        - Consider analysis and discussion on general maintenance projects that, if not completed due to competing demands, may increase risk of flood-related damage during next event.
        - Consider analysis and discussion on large projects that, if funding were available, would greatly reduce risk of flood damage during next event. Work with VEM and FEMA to propose these projects.
        - Develop strategies that aim to reduce competing demands for road department when they are working to recover from a disaster and still need to perform general maintenance duties. These strategies can include:
            - Budgeting for contractors
            - Establishing efficiencies in issuing RFPs and establishing contracts
            - Understanding the timeline of all grant-funded work and the consequences of not being able to complete a project due to competing demands.

- Property Acquisition through FEMA (and other) Buy-out Program:
    - The town should assess repetitive and significantly damaged property for eligibility in Buy-out programs to assist in mitigating future damages if and when required.
    - The town should convey the opportunity to owners of repetitive loss properties and/or those potentially eligible for acquisition in addition to educating property owners on best practices for mitigating future risk of property loss.

- Utilize best practices for acquired property use and function in-line with town goals.

- Street reconstruction and street resurfacing (NBS) is considered a viable mitigation action and is the most visible part of the capital program for this planning cycle. The rationale for street resurfacing/reconstruction as mitigation is explained and summarized by the belief that through the consistent attention to areas in need, the town is reducing vulnerability to flood/snow-damaged transportation routes by reducing permeability to moisture invasion. The street construction cost shown in the summary by fund does not include any cost for water and sewer infrastructure. Considering road engineering practices (e.g., permeable road surfaces) that enhance green engineering practices will allow the town to mitigate hazard risk while benefiting the environment. Within political and financial restraints, re-engineer certain sections of roads to lower overall maintenance costs, improving snow plowing speeds and improve overall capability of roads to handle current and projected traffic volumes. Specific projects will be identified and prioritized during the planning period through municipal coordination situational awareness.

- Develop understanding of best practices related to NBS and consider implementation when feasible:
  - Protecting and enhancing landforms that serve as natural mitigation features (i.e., riverbanks, wetlands, dunes, etc.).
  - Using vegetative management, such as vegetative buffers, around streams and water sources.
  - Protecting and preserving wetlands to help prevent flooding in other areas.
  - Establishing and managing riparian buffers along rivers and streams.
  - Retaining natural vegetative beds in stormwater channels.
  - Retaining thick vegetative cover on public lands flanking rivers.
  - Preserving natural areas and vegetation benefits natural resources while also mitigating potential flood losses. Techniques include:
    - Developing an open space acquisition, reuse, and preservation plan targeting hazard areas.
    - Developing a land banking program for the preservation of the natural and beneficial functions of flood hazard areas.
    - Using transfer of development rights to allow a developer to increase densities on another parcel that is not at risk in return for keeping floodplain areas vacant.
    - Compensating an owner for partial rights, such as easement or development rights, to prevent a property from being developed.
    - Utilize and incorporate best practice guides for the creation and implementation of enhanced planning and response initiatives (e.g., Toolkit | Agency of Commerce and Community Development (vermont.gov);

https://community.fema.gov/ProtectiveActions/s/article/Landslide-Mitigation-Property.

- Reassess need for fluvial erosion hazard mapping.

Rationale / Cost-Benefit Review: Mitigating against these problems would reduce short- and long-term maintenance costs and improve the flow of traffic for personal and commercial purposes during flooding events. Road improvement costs are a necessary expenditure of town operations. These costs increase benefit in mitigating flood-related risk. Conducting vulnerability assessments facilitates a targeted and effective approach to road and storm water management infrastructure. This will prove useful in the development and implementation of municipal capital and operating plans as well as the development and implementation of grant-funded mitigation projects. Some areas suffer low-level but consistent damage during heavy rains and snowmelt. Mitigating against these problems would reduce short- and long-term maintenance costs and improve the flow of traffic for personal and commercial purposes during flooding events.

Action #2: Maintain and improve resilience to severe winter storms

Group: SP, PP, PEA

Primary Responsible Entities: Concord Road Foreman
Potential Partner Entities: Concord Selectboard, Fire Chief
Timeframe: See Implementation Matrix
Funding Requirements and Sources: Grant-in-Aid (GIA), HMGP, FHWA, BRIC, VAOT grants; Municipal Operating and Capital budgets.
Progress: Roads are monitored and altered, when necessary, so that plowing can occur without damage to trucks and/or road. All designated shelters have back-up power. Snow clearing equipment is regularly serviced, and the town maintains an adequate supply of salt.

Specific Identified Tasks:

- Maintain Existing Shelter Capability: Maintain and improve capabilities of existing shelters. Notification procedures and shelter staffing is a priority for the town and intends to move forward on planning and public involvement. More formalized training is required and the ARC's "Shelter Initiative Program" can be used at no cost to the town to enhance both shelter management knowledge and sheltering supply cache.
- Reduce risk of power failure due to ice storms: Enhance collaboration between town road foreman and electric company related to down-limbed induced power failure. Maintain function of generators.
- Notification: Develop a notification/communication plan that conveys essential sheltering information using school phone system and back-up methodology (email, text, etc.). Encourage and enhance efficacy of CARES registry for residents in need.
- Residential Programs (NBS): Provide guidance and communication to residents on the structural and mechanical actions that can occur to reduce risk to severe winter storms (e.g. weatherproofing, anchoring, alternative heating sources, tree trimming, financial programs, etc.)

    - Ask property owners to report ice jams and adverse changes in the river conditions.
    - Provide information to owners for how to report sightings and conditions to town officials. This will include the development of a process to receive and disseminate the information to the designated town officials.
- Enhance monitoring of roads for safe and effective plowing: Efficient snow removal is the foundation to winter storm (snow) events, assuring roads are plowable before winter remains an important facet of highway department functions. This process will allow for the systematic mitigation of previous year ice humps, paved road cracks and potholes that are deemed a risk to safe plowing and winter travel.

Rationale / Cost-Benefit Review:
This mitigation action serves to reduce the economic impact and risk to both human and animal (livestock and pet) health and safety during severe winter storm events by reducing risk and enhancing the mechanisms of winter storm mitigation in the long term. Costs associated with snow removal, safe roads (e.g., salting), vehicle maintenance, and labor are a necessary function of town operations and provide great benefit to reducing risk from winter storms. More formalized policy formation in both staffing and notification procedures, especially pertaining to vulnerable populations where transportation and special needs are a concern could potentially significantly reduce the physical, psychological and social impacts of a disaster.

Action #3: Reduce risk and impact of fire hazards
Group: SP, NRP, PP
Lead Responsible Entities: Fire Chief
Potential Partner Entities: Vermont Agency of Natural Resources, VT Fire Academy
Timeframe: See Implementation Matrix
Funding Requirements and Sources: FEMA Fire Assistance Grants, Municipal Operating and Capital budgets.
Progress: The Fire Department annually conducts fire preparedness programs and school and family programs related to hazard awareness and disaster preparedness, including providing information on Town Meeting Day. The VFA offers trainings on a host of topics related to emergency preparedness and raises awareness in the community about what organizations are doing around emergency response planning and chemical safety. Enhanced emphasis on climate change at state level.

1) Fire Prevention Programs: Continue National Fire Prevention Week and other programs to raise public awareness of fire hazards, safety, preparedness and prevention.
    a) Continue use of burn bans for reducing wildfires during high-risk conditions
    b) Enhance public education of the risk of wildfires and collaborate with state agencies (e.g., tourism, agriculture) on mixed-media sources to reach the largest audience most efficiently.
    c) Review planning, permitting, and zoning to reduce risk. Consider controlling tree cover over new structures to reduce spread in the event of a structure fire.

d) Explore opportunities through FEMA for Fire Assistance Grants and post-fire assistance if needed.

Rationale / Cost-Benefit Review:

This mitigation action serves to reduce the economic impact and risk to both human safety and the environment during fire events by reducing risk and enhancing the mechanisms of fire repression and air quality mitigation actions. Costs associated with fire response are a normal function of town operations and provide great benefit to reducing risk. More formalized policy formation in both staffing and notification procedures, especially pertaining to vulnerable populations where evacuation and special needs are a concern and important considerations for the town.

Action #4: Reduce impacts of extreme temperatures

Group: SP, NRP, PP

Primary Responsible Entities: Concord Planning Commission
Potential Partner Entities: Fire Chief, NVDA, VDH, ACCD, Community-based Organizations
Timeframe: See Implementation Matrix
Funding Requirements and Sources: Municipal Operating and Capital budgets. Federal sources can include HMGP, PDM, BRIC, USDA (RFSI). LIHEAP and WAP programs help pay for heating, cooling, and home weatherization.

Specific Identified Tasks:
Economic Resilience:

- Consider assessing, if feasible, the economic consequences of both extreme cold and heat (with drought) and develop actions steps to best support the community and protect infrastructure/the environment.

Zoning and Permitting Review Considerations:

- Consider stronger ventilation and cooling standards for mixed use development and multi-unit structures with four or more units.
- Enhance and expand availability of publicly available cooling sites. Concord's cooling options will need to serve a range of needs for a diverse population. Some sites will need to be located indoors and operate extended hours.
- Specific mitigation actions to consider:
- Execute an operating agreement with one facility to function as a dedicated cooling site that meets all of the minimum requirements, and at least two of the encouraged amenities
- Promote use of the Vermont Department of Health Cooling Sites map and review the map every time the Local Emergency Management Plan is updated.
- Establish procedures for ensuring that potable water is available for outdoor cooling sites during heat emergencies.
- Work with local housing providers, social service agencies, and the regional planning commission to ensure that cooling options are considered when planning for warming shelters for unhoused populations.

- Improve cooling and ventilation of existing housing stock. Current statewide and regional efforts to weatherize and fuel switch provide an excellent opportunity to address cooling and ventilation as well. Organizations such as HEAT Squad and Northeast Employment Training Organization provide low- and no-cost services to Concord's energy-burdened households.
- Using permeable driveways and surfaces to reduce runoff and promote groundwater recharge (NBS) as means of mitigating drought.

Notification and Education – Investigate and develop a notification/communication plan that conveys essential sheltering information. Educating citizens regarding the dangers of extreme cold and the steps they can take to protect themselves when extreme temperatures occur by sustaining a process that serves to disseminate educational resources for homeowners and builders on how to protect pipes, including locating water pipes on the inside of building insulation or keeping them out of attics, crawl spaces, and vulnerable outside walls. Inform homeowners that letting a faucet drip during extreme cold weather can prevent the buildup of excessive pressure in the pipeline and avoid bursting through a yearly public service campaign.

- Establish a local energy committee or appoint an energy coordinator to help Concord residents become more aware of weatherization and fuel-switching opportunities (NBS)
- Expand on "neighbor-to-neighbor" networks. Many Vermont residents are famously independent and self-reliant, and many individuals will not ask for help, even in more dire situations. The neighbor-to-neighbor efforts that were mobilized during the pandemic response, however, establish a valuable precedent for future emergency responses, including heat emergencies.
- One statewide system that can be used in any community is the Citizens Assistance Registry for Emergencies. Anyone can register in CARE, and it is the responsibility of the local Emergency Management Director to request the CARE database for their municipality as needed. Registration in CARE is typically low but promoting the use of it annually (such as Town Meeting Day) may help.
- Specific mitigation action to consider:
    - Ensure that rental housing management staff, social service agencies, and visiting nurses have relevant and timely information on heat emergencies, including availability of cooling sites.
    - Encourage enrollment in CARE.

Rationale / Cost-Benefit Review:

With an increase in extreme weather, there is a need to protect property, the environment, and the population. Costs associated with this mitigation action can be excessive and sometimes difficult to utilize prior to an event. Planning and education costs are the most effective way, during the next planning period, to address the hazards so closely associated with climate change. Given the magnitude of population dependence on social services, indicating economic and other social vulnerabilities, effective outreach, education and collaboration with resources supports this mitigation action category. Given the high risk for heat related illness in the town, coordination with VDH and planning for such events is important.

Action #5: Raise public awareness of hazards, hazard mitigation and disaster preparedness

Group: PEA

Lead Responsible Entities: Concord Selectboard

Timeframe: See Implementation Matrix

Progress: The Fire Department annually conducts fire preparedness programs and school and family programs related to hazard awareness and disaster preparedness, including providing information on Town Meeting Day. Town Meeting Day can serve as an annual update and outreach opportunity as well.

Funding Requirements and Sources: PDM grants, ARPA, BRIC and municipal operating budgets.

Specific Identified Tasks:

1. Vulnerable Populations: Continue school programs to raise student awareness of hazards, safety, preparedness and prevention. Explore establishing the school emergency notification system as the primary methodology for all emergency notification procedures and build in the contact information accordingly. Encourage participation in VT Alert and educate residents on why this is important. Assess ability to enhance town-state communication for providing town-specific information for VT Alert (e.g., road closures, cresting rivers, flash flooding, evacuation, etc.).

2. Hazard Resilience for Property Owners and Farms: Develop and maintain education materials to inform property owners on how to protect their homes and businesses through accepted hazard resilience actions (e.g., securing their structures from high winds, elevating their electrical equipment/furnaces in basements, protecting from lightning strikes by grounding electrical outlets, buyouts, etc.). Inform the public about high winds, dam-related issue notification procedures, severe winter weather impacts and extreme cold with annual outreach and education related to: traveler emergency preparedness information about severe winter weather hazards and support inclusion of safety strategies for severe weather in driver education classes and materials. Promote the Climate Adaptation and Mitigation Fellowship which can assign advisors to farmers and help with mitigation actions.

   Rationale / Cost-Benefit Review: The cost of improved public awareness could potentially significantly reduce the loss of life and property damage through ongoing, formal, ongoing, public information campaigns that address property protection actions (flood proofing, elevation, anchoring mobile homes/propane tanks, electric and water system elevation, electric grounding, etc.) Improved awareness would also build understanding and public support for municipal mitigation actions to reduce potential infrastructure and liability costs.

Action #6: Reduce vulnerability to drought

Group: SP, NRP, PP

Lead Responsible Entities: Concord Selectboard

Timeframe: See Implementation Matrix

Progress: N/A

Funding Requirements and Sources: HMGP, USDA, BRIC, and PDM grants.

Specific Identified Tasks:

1) Understanding Best Practices:

Drought Planning: The town should consider what, if any, actions should be considered based off best practices related to drought mitigation, state guidance, and risk (NBS). Examples include encouraging drought-tolerant landscape design through measures such as:

- Incorporating drought tolerant or xeriscape practices into landscape ordinances to reduce dependence on irrigation.
- Providing incentives for xeriscaping.
- Consider options for how best to meet competing demands for contractors during drought where properties require drilling.
- Using permeable driveways and surfaces to reduce runoff and promote groundwater recharge.

Rationale / Cost-Benefit Review: Improved public awareness could potentially significantly reduce the loss of life and property damage through ongoing, formal, ongoing, public information campaigns that address property protection actions (flood proofing, elevation, anchoring mobile homes/propane tanks, electric and water system elevation, electric grounding, etc.) Improved awareness would also build understanding and public support for municipal mitigation actions to reduce potential infrastructure and liability costs.

Action #7: Reduce risk and impact of infectious disease events

Group: PEA, PP, SP

Risk or Hazard Addressed: Risk to infrastructure, environment and residents
Lead Responsible Entities: Concord Selectboard,
Timeframe: See Implementation Matrix
Potential Partner Entities: ACCD, VDH, NVDA
Funding Requirements and Sources: CDBG, BRIC, ARPA, FEMA, and SBA grants.
Specific Identified Tasks:

1) Work with facility leads on understanding risk factors and what can be done to mitigate and enhance training and skills for response, misinformation, and support.
2) Enhance awareness and planning for COVID-19/other pathogen-related mandates, communication, isolation and quarantine logistics for residents, municipal operations and maintaining economic stability.
3) Maintain process for funding acquisition related to COVID-19/other pathogens for schools, government, impacted residents, and other essential services.
4) Develop and maintain continuity of operations plans for critical government and community services.

Rationale / Cost-Benefit Review: The cost of improved public awareness and continuity of operations could potentially significantly reduce the loss of life and morbidity during an event while assuring functionality of staff-centric operations where-by protecting infrastructure from degradation due to limited staffing.

5.4.3. Prioritization of Mitigation Strategies

Because of the difficulties in quantifying benefits and costs, it was necessary to utilize a simple "*Action Evaluation and Prioritization Matrix*" in order to affect a simple prioritization of the

mitigation actions identified by the town. This method is in line with FEMA's STAPLEE method. The following list identifies the questions (criteria) considered in the matrix so as to establish an order of priority. Each of the following criteria was rated according to a numeric score of "1" (indicating poor), "2" (indicating below average or unknown), "3" (indicating good), "4" (indicating above average), or "5" (excellent).

- Does the action respond to a significant (i.e. likely or high risk) hazard?
- What is the likelihood of securing funding for the action?
- Does the action protect threatened infrastructure?
- Can the action be implemented quickly?
- Is the action socially and politically acceptable?
- Is the action technically feasible?
- Is the action administratively realistic given capabilities of responsible parties?
- Does the action offer reasonable benefit compared to its cost of implementation?
- Is the action environmentally sound and/or improve ecological functions?

The ranking of these criteria is largely based on best available information and best judgment of project leads. For example, all road improvement projects were initially identified by Road Foreman and approved for inclusion in this plan by the road commission. It is anticipated that, as the town begins to implement the goals and actions of their Mitigation Strategies, they will undertake their own analysis in order to determine whether or not the benefits justify the cost of the project. Also, most proposed FEMA HMGP mitigation projects will undergo a benefit-cost analysis using a FEMA BCA template and approved methodology.

Table 5-2: Concord Action Evaluation and Prioritization Matrix

Rank	Action	Responds to High Hazard	Funding Potential	Protection Value	Time to Implement	Social and Political Acceptance	Technical Feasibility	Admin Feasibility	Benefit to Cost	Environmental Advantage	Total
2	Reduce vulnerability to flooding by evaluating capabilities of existing road and storm water management infrastructure, public education and through municipal services and regulations.	5	4	5	2	5	3	3	4	4	35
5	Protect infrastructure and population from extreme temperatures	4	2	4	2	3	2	3	3	2	25

4	Reduce vulnerability to fire	3	4	5	2	5	3	3	5	1	27
1	Raise public awareness of hazards, hazard mitigation and disaster preparedness	4	5	5	5	5	5	5	5	1	40
3	Improve resilience to severe winter storms	4	3	3	2	4	3	4	3	3	29
6	Reduce vulnerability to drought	3	2	2	1	3	3	3	2	4	23
7	Reduce impact of infectious disease event	2	4	2	2	3	2	3	3	1	22

Rating incorporated prior experience, institutional awareness of both public engagement with town and town response to specific hazards, and projected impacts of climate change in the future to the best degree possible. For example, all road improvement projects were initially identified by Road Foreman and approved for inclusion in this plan by the road commission. It is anticipated that, as the town begins to implement the goals and actions of their Mitigation Strategies, they will undertake their own analysis in order to determine whether or not the benefits justify the cost of the project.

5.5 Implementation and Monitoring of Mitigation Strategies

5.5.1. Public Involvement Following Plan Approval

After adoption, the town will continue to maintain web-presence of the mitigation plan with an opportunity for community input available on its website. Additionally, the town will hold an annual public meeting after performing the annual progress report for the mitigation plan to discuss achievements and the following year's implementation plan. At town meeting, the town will present mitigation information and provide the public an opportunity to increase understanding and involvement with planning efforts. The town will also notify its neighboring municipalities of the availability of information for review and any significant risks and/or mitigation actions that have an impact on surrounding towns.

5.5.2. Project Lead and Monitoring Process

The town's Selectboard chair is the project lead and will work in conjunction with the Selectboard, town clerk and NVDA to complete the yearly progress report included in the plan. The town will create a mitigation action collection system that will be used as the source of future updates following the annual evaluation that will occur in conjunction with the progress report using the Plan Implementation Matrix provided below. While mitigation actions are, by default, often addressed at monthly Selectboard meetings, the town will schedule one meeting annually to formally assess the plan and adopt updates following the annual progress report and community meeting regarding the LHMP. Once the plan is approved by FEMA, the calendar will begin for annual review. The town will take the following implementation matrix and add

actions to it each year, modifying tasks and/or needs as required so that the next LHMP update will be populated with the specific actions related to each mitigation strategy by year.

5.5.3 Plan Evaluation and Update Process

The town's Selectboard chair will lead the plan evaluation process as part of the annual progress report. Prior to town meeting and in preparation for the annual town report, a mitigation section will be included that provides an executive summary for the public that addresses the following topics:

- Status of recommended mitigation actions for the five-year planning period
- Identification of barriers or obstacles to successful implementation or completion of mitigation actions, along with possible solutions for overcoming risk
- Identification of a lead person to take ownership of, and champion the Plan if different from Selectboard Chair
- An approach to evaluating future conditions (i.e. socio-economic, environmental, demographic, change in built environment etc.)
- Discussion of how changing conditions and opportunities could impact community resilience in the long term
- Discussion of how the mitigation goals and actions support the long-term community vision for increased resilience

Formal integration into other community planning mechanisms since the last plan update included the Town Plan related to flood resilience measures, achieving optimal ERAF rates, and the importance and rational of mitigation planning efforts. The Town Plan also directly lists Hazard Mitigation Projects as defined in the 2017 LHMP and sets forth actions devoted to maintaining mitigation efforts as defined in the plan. This integration across the town plan and subsequent revisions to zoning regulations, when appropriate to integrate, will continue in the future. Many of the action items from the 2017 plan have been accomplished due to situational awareness of town officials to pre-existing momentum during the plan development. By engaging in the annual evaluation, the town will have a viable method for capturing the facets of efficacy and areas needing revision and improvement in its mitigation plan. The town is committed to "institutionalizing" mitigation into its normal operating procedures and with approval of this plan, embarks on the formal incorporation of mitigation actions and discussion, maintaining an awareness that involves not only the Selectboard, Town Clerk and Road Foreman but also the community at large, including the organizations represented by the current planning team. Along these lines, the town will maintain a contact list of the current planning team and make revisions as required, including the team on the evaluation process each year. Through this consistent attention resulting from the evaluation process, progress reports and communication in the annual town report, the town will achieve the consistency required to enhance resilience through planning, assessment and actions devoted to mitigation.

5.5.4. Plan Update Process

The Plan update will be led by the Selectboard Chair and Town Clerk. Depending on funding availability, the town may elect to acquire the assistance of NVDA and/or a consultant to update the plan following a declared disaster and/or the next five-year planning cycle. To assure that the Plan does not expire, the town will begin the update process within no less than six months of the current Plan's expiration date. Following a disaster and during the recovery phase, the town will use the experience to assess the current Plan's ability to address the impact of the most recent

disaster and edit the plan accordingly. Using the annual progress reports and evaluation narratives as a guide, along with perceived changes in risk or vulnerabilities supported by data and/or observation, strategies will be captured in accordance with FEMA guidelines, which includes reconvening the planning team during the update process. The town will establish a "Mitigation File" that documents all evaluations and progress reports, along with actions, especially related to infrastructure improvement projects. While the progress reports are designed to capture the specific actions the town has accomplished related to implementation, keeping a narrative list with dates on all actions relatable to mitigation (e.g. school drills, LEOP updates, Fire Safety Awareness, meetings, etc.), will provide the town the bulk of information required in the update process.

5.5.5. Implementation Matrix for Annual Review of Progress

The following table is intended to aid municipal officials in implementing the mitigation actions for Concord and to facilitate the annual monitoring and progress reporting. Progress has been included as a guide to future updates. Each year, the town will reserve a Planning Commission meeting to review and update the Implementation Matrix as means to establishing an accurate evaluation of the plan's efficacy and the information required for the succeeding update to the plan. The town will fill in the implementation matrix specific to work accomplished relevant to the actions outlined, especially as it pertains to outreach, municipal system actions and road improvement projects.

Action	Responsible Entity (Primary in **Bold**)	Timeline	Specific Identified Tasks	Annual Progress
Reduce vulnerability to flooding by evaluating capabilities of existing road and storm water management infrastructure, public education and through municipal services and regulations.	**Road Foreman**	Fall 2024 and each subsequent spring and/or as required by events.	Use Mitigation Action Agenda Item Short List to drive discussions in next planning period. Addressing general maintenance needs when repetitive flood damage work competes with time normally allotted for general maintenance, where-by increased risk of damage during next flood event. Consider analysis and discussion on general maintenance projects that, if not completed due to competing demands, may increase risk of flood-related damage during next event. Consider analysis and discussion on large projects that, if funding were available, would greatly reduce risk of flood damage during next event. Work with VEM and FEMA to propose these projects. Develop strategies that aim to reduce competing demands for road department when they are working to recover from a disaster and still need to perform general maintenance duties. These strategies can include:	

			• Budgeting for contractors • Establishing efficiencies in issuing RFPs and establishing contracts • Understanding the timeline of all grant-funded work and the consequences of not being able to complete a project due to competing demands.	
	ROAD FOREMAN	Fall 2024	Property Acquisition through FEMA (and other) Buy-out Program	
	ROAD FOREMAN	As needed during entire planning period	Street reconstruction and street resurfacing, including culvert upgrades	
	ROAD FOREMAN and associated municipal systems managers	Ongoing each fall and spring of planning period	Continued Monitoring of Vulnerable Infrastructure	
	Selectboard	Starting in Summer of 2024, items will be triaged to set timeframe for addressing each specific task	Planning and Public Education • Continue to work with the State and NVDA to make progress on River Corridor Maps and in adopting River Corridor regulations. • Identify and educate property owners located within Special Flood Hazard Areas or River Corridor on flood and erosion risks, mitigation, FHA By-Laws, and NFIP. • Develop an evacuation plan for communities for business and residents in identified flood hazard areas and floodplains.	

Action	Responsible Entity	Timeline	Specific Identified Tasks	Annual Progress
Maintain and improve resilience to severe winter storms	Fire Chief	Winter 2024/25 and with each annual update of the LEMP	Maintain Existing Shelter Capability	
	ROAD FOREMAN	Winter 2024/25 and each subsequent fall	Reduce risk of power failure due to ice storms	
	Fire Chief	Winter 2024-Summer 2028	Notification	
	PC and **Fire Chief**	Winter 2024-Fall 2028	Residential Programs • Ask property owners to report ice jams and adverse changes in the river conditions. • Provide information to owners for how to report sightings and conditions to town officials. This will include the development of a process to receive and disseminate the information to the designated town officials.	
	ROAD FOREMAN	Winter 2024 and each subsequent Fall in planning period	Monitor roads for safe and effective plowing	

	Fire Chief	Winter 2024-Winter 2028	Increase awareness of ICS structure and recommended practices	
Action	Responsible Entity	Timeline	Specific Identified Tasks	Annual Progress
Reduce risk and impact of fire hazards	Fire Chief	Fall 2024 and ongoing in cadence with current operational strategy	• Fire Prevention Programs Continue use of burn bans for reducing wildfires during high-risk conditions Enhance public education of the risk of wildfires and air quality. Collaborate with state agencies (e.g., tourism, agriculture) on mixed-media sources to reach the largest audience most efficiently. Review planning, permitting, and zoning to reduce risk. Consider controlling tree cover over new structures to reduce spread in the event of a structure fire. Explore opportunities through FEMA for Fire Assistance Grants and Post-fire assistance if needed.	
Action	Responsible Entity	Timeline	Specific Identified Tasks	Annual Progress
Reduce impacts of extreme temperatures (cold)	**PC Chair**, NVDA, School, local/regional assistance organizations.	Winter 2024 and ongoing each fall	Economic Resilience	

	Fire Chief	Fall 2024 and ongoing as preparation for winter	Maintain Existing Shelter Capability	
	Fire Chief, NVDA, School, local/regional assistance organizations.	Fall 2024 and ongoing as preparation for winter	Notification and Education	
	Fire Chief, PC,	Winter 2024 and ongoing as required	Assess Vulnerable Population	
Action	Responsible Entity	Timeline	Specific Identified Tasks	Annual Progress
Reduce Impact of Extreme Heat	PC	Summer 2025 and ongoing as required	<u>Economic Resilience</u>: • Consider assessing, if feasible, the economic consequences of both extreme cold and heat (with drought) and develop actions steps to best support the community and protect infrastructure/the environment. <u>Zoning and Permitting Review Considerations</u>: • Consider stronger ventilation and cooling standards for mixed use development and multi-unit structures with four or more units. • Enhance and expand availability of publicly available cooling sites.	

			Concord's cooling options will need to serve a range of needs for a diverse population. Some sites will need to be located indoors and operate extended hours. • Specific mitigation actions to consider: • Execute an operating agreement with one facility (gymnasium? Gateway?) to function as a dedicated cooling site that meets all of the minimum requirements, and at least two of the encouraged amenities in Table 1. • Promote use of the Vermont Department of Health Cooling Sites map and review the map every time the Local Emergency Management Plan is updated. • Establish procedures for ensuring that potable water is available for outdoor cooling sites during heat emergencies. • Work with local housing providers, social service agencies, and the regional planning commission to ensure that cooling options are considered when planning for	

			warming shelters for unhoused populations. • Improve cooling and ventilation of existing housing stock. Current statewide and regional efforts to weatherize and fuel switch provide an excellent opportunity to address cooling and ventilation as well. Organizations such as HEAT Squad and Northeast Employment Training Organization provide low- and no-cost services to Concord's energy-burdened households. <u>Notification and Education</u> – Investigate and develop a notification/communication plan that conveys essential sheltering information. Educating citizens regarding the dangers of extreme cold and the steps they can take to protect themselves when extreme temperatures occur by sustaining a process that serves to disseminate educational resources for homeowners and builders on how to protect pipes, including locating water pipes on the inside of building insulation or keeping them out of attics, crawl spaces, and vulnerable outside walls. Inform homeowners that letting a faucet drip during extreme	

			cold weather can prevent the buildup of excessive pressure in the pipeline and avoid bursting through a yearly public service campaign. • Establish a local energy committee or appoint an energy coordinator to help Concord residents become more aware of weatherization and fuel-switching opportunities. • Expand on "neighbor-to-neighbor" networks. Many residents are famously independent and self-reliant, and many individuals will not ask for help, even in more dire situations. The neighbor-to-neighbor efforts that were mobilized during the pandemic response, however, establish a valuable precedent for future emergency responses, including heat emergencies. • One statewide system that can be used in any community is the Citizens Assistance Registry for Emergencies, CARE (https://e911.vermont.gov/care). Anyone can register in CARE, and it is the responsibility of the local Emergency Management Director to request the CARE database for their municipality	

			as needed. Registration in CARE is typically low but promoting the use of it annually (such as Town Meeting Day) may help. • Specific mitigation action to consider: • Ensure that rental housing management staff, social service agencies, and visiting nurses have relevant and timely information on heat emergencies, including availability of cooling sites. • Encourage enrollment in CARE.	
Action	Responsible Entity	Timeline	Specific Identified Tasks	
Reduce vulnerability to drought	**PC**	Spring 2025 (as-required)	Drought Planning: The town should consider what, if any, actions should be considered based off best practices related to drought mitigation, state guidance, and risk. Consider options for how best to meet competing demands for contractors during drought where properties require drilling.	

Action	**Responsible Entity**	**Timeline**	**Specific Identified Tasks**	Annual Progress
Raise public awareness of hazards and hazard mitigation actions	Fire Chief, NVDA, **PC**, EMD	Winter 2024-Spring 2024	Hazard Resilience for Property Owners	
	School Planning Team	Winter 2024-Fall 2026	School Programs	
	Fire Chief	Fall 2024 and on-going as needed	Fire Prevention Programs	
	Fire Chief	Summer 2024 on on-going as needed	Other Hazard Awareness Programs	
Action	**Responsible Entity**	**Timeline**	**Specific Identified Tasks**	Annual Progress
Reduce impact of infectious disease events	Selectboard	Fall 2024 and annually as-needed	1) Work with facility leads on understanding risk factors and what can be done to mitigate and enhance training and skills for response, misinformation, and support. 2) Enhance awareness and planning for COVID-19/other pathogen-related mandates, communication, isolation and quarantine logistics for residents, municipal operations and maintaining economic stability. 3) Maintain process for funding acquisition related to COVID-19/other pathogens for schools, government,	

			impacted residents, and other essential services. 4) Develop and maintain continuity of operations plans for critical government and community services.	

Appendix A: Glossary of Terms and Acronyms

The following terms and acronyms are defined as used in this plan.

Base Flood Elevation (BFE) - the elevation of the water surface elevation resulting from a flood that has a one percent chance of equaling or exceeding that level in any given year. On the Flood Insurance Rate Map the elevation is usually in feet, in relation to the National Geodetic Vertical Datum of 1929, the North American Vertical Datum of 1988, or other datum referenced in the Flood Insurance Study report, or the average depth of the base flood, usually in feet, above the ground surface as defined in Vermont DEC Flood hazard Area and River Corridor Protection Procedures December 5, 2014.

Critical facilities -facilities that provide services or functions related to public health and safety during emergency response and recovery and facilities that must be protected to a higher standard to protect public health and safety.

Declaration - Presidential finding that a jurisdiction of the United States may receive Federal aid as a result of damages from a major disaster or emergency.

Emergency - Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and Local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. Defined in Title V of Public Law 93-288, as amended, Section 102(1); The Robert T. Stafford Disaster Relief and Emergency Assistance Act.

Federal Emergency Management Agency (FEMA) - The lead Federal agency with responsibility for responding to Presidential emergencies and major disasters. FEMA's mission is to reduce loss of life and property and protect our Nation's critical infrastructure from all types of hazards through a comprehensive, risk-based, emergency management program of hazard mitigation, preparedness, response, and recovery.

Flood Insurance Rate Maps (FIRMS) - The official map of a community prepared by FEMA, showing base flood elevations along with the special flood hazard areas and the risk premium zones.

Flood Mitigation Assistance Program (FMA) - Provides pre-disaster grants to State and local governments for both planning and implementation of hazard mitigation strategies. Each State is awarded a minimum level of funding that may be increased depending upon the number of NFIP policies in force and repetitive claims paid. Grant funds are made available from NFIP insurance premiums, and therefore are only available to communities participating in the NFIP.

Fluvial Erosion Hazard (FEH) - those hazards related to the erosion or scouring of riverbeds and banks during high flow conditions of a river as defined in Vermont DEC Flood hazard Area and River Corridor Protection Procedures December 5, 2014.

Hazard – an emergency or disaster resulting from– (A) a natural disaster; or (B) an accidental or man-caused event. Defined in Title VI, Emergency Preparedness of Public Law 93-288, as amended, Sec. 602. Definitions (42 U.S.C. 5195a); The Robert T. Stafford Disaster Relief and Emergency Assistance Act.

Hazard Mitigation - Sustained actions taken to reduce or eliminate the long-term risk to people and property from hazards and their effects.

Hazard Mitigation Grant Program (HMGP) – a program authorized under Section 404 of the Stafford Act, 42 U.S.C. 5170c that provides funding for cost-effective hazard mitigation projects in conformance with the post-disaster hazard mitigation plan required under Section 409 of the Stafford Act.

Hazard Mitigation Plan - The plan resulting from a systematic evaluation of the nature and extent of vulnerability to the effects of natural hazards present in society that includes the actions needed to minimize future vulnerability to hazards.

Hazardous Materials (HazMat) – all petroleum and toxic, corrosive or other chemicals and related sludge included in any of the following: (a) Any substance defined in CERCLA § 101(14); (b) Petroleum, including crude oil or any fraction thereof; or (c) Hazardous waste. Defined in Vermont statute Title 10, Chapter 159, Waste Management, Subchapter 001, section 6602 definitions. Note: "Hazardous material" does not include herbicides and pesticides when applied consistent with good practice conducted in conformity with federal, state and local laws and regulations and according to manufacturers' instructions.

Hazardous waste - means any waste or combination of wastes of a solid, liquid, contained gaseous, or semi-solid form, including but not limited to those which are toxic, corrosive, ignitable, reactive, strong sensitizers, or which generate pressure through decomposition, heat or other means, which in the judgment of the Secretary may cause, or contribute to, an increase in mortality or an increase in serious irreversible or incapacitating reversible illness, taking into account the toxicity of such waste, its persistence and degradability in nature, and its potential for assimilation, or concentration in tissue, and other factors that may otherwise cause or contribute to adverse acute or chronic effects on the health of persons or other living organisms, or any matter which may have an unusually destructive effect on water quality if discharged to ground or surface waters of the state. All special nuclear, source, or by-product material, as defined by the Atomic Energy Act of 1954, as amended, codified in 42 U. S. C. § 2014, is specifically excluded from this definition. Defined in Vermont statute Title 10, Chapter 159, Waste Management, Subchapter 001, section 6602 definitions.

Invasive Species - The National Invasive Species Council defines an invasive species as one that is non-native to the ecosystem under consideration and whose introduction causes or is likely to cause economic or environmental harm or harm to human health.

Major Disaster - Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe in any part of the United States that, in the determination of the

President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act, above and beyond emergency services by the Federal Government, to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby defined under Public Law 93-288.

Mitigation - One of the four phases in emergency management. Preventing future emergencies or minimizing their effects. Includes any activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Example: Buying flood and fire insurance for your home is a mitigation activity. Mitigation activities take place before and after emergencies.

National Flood Insurance Program (NFIP) - Provides the availability of flood insurance in exchange for the adoption and enforcement of a minimum local floodplain management ordinance. The ordinance regulates new and substantially damaged or improved development in identified flood hazard areas.

Natural disaster - The term "natural disaster" means any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe in any part of the United States which causes, or which may cause, substantial damage or injury to civilian property or persons. Defined in Title VI, Emergency Preparedness of Public Law 93-288, as amended, Sec. 602. Definitions (42 U.S.C. 5195a); The Robert T. Stafford Disaster Relief and Emergency Assistance Act.

NOAA's National Centers for Environmental Information (NCEI) – a consolidation of the former National Climatic Data Center, the National Geophysical Data Center, and the National Oceanographic Data Center. NCEI is responsible for preserving, monitoring, assessing, and providing public access to the Nation's comprehensive atmospheric, coastal, oceanic, and geophysical data.

NE Vermont Development Association (NVDA) – an organization serving the communities in Essex, Orleans, and Caledonia Counties. The mission of the NVDA is to assist member municipalities in providing effective local government and to work cooperatively with them to address regional issues. NVDA works with area non-profits, other regional organizations, State and Federal agencies, and the general public. NVDA implements a variety of projects and programs tailored to local and regional needs, and also completes projects of statewide importance and interest.

Preparedness - One of the four phases in emergency management. Preparing to handle an emergency. Includes plans or preparations made to save lives and to help response and rescue operations. Example: Evacuation plans and stocking food and water are both examples of preparedness. Preparedness activities take place before an emergency occurs.

Recovery - One of the four phases in emergency management. Recovering from an emergency. Includes actions taken to return to a normal or an even safer situation following an emergency. Activities necessary to rebuild after a disaster. Recovery activities include rebuilding homes,

businesses, and public facilities; clearing debris; repairing roads and bridges; and restoring water, sewer, and other essential services. Recovery includes getting financial assistance to help pay for the repairs. Recovery activities take place after an emergency.

Response- One of the four phases in emergency management. Responding safely to an emergency. Includes actions taken to save lives and prevent further property damage in an emergency situation. Response is putting your preparedness plans into action. Examples: Seeking shelter from a tornado or turning off gas valves in an earthquake are both response activities. Response activities take place during an emergency.

River corridor - the land area adjacent to a river that is required to accommodate the dimensions, slope, planform, and buffer of the naturally stable channel and that is necessary for the natural maintenance or natural restoration of a dynamic equilibrium condition and for minimization of fluvial erosion hazards, as delineated by the Vermont Agency of Natural Resources in accordance with the ANR River Corridor Protection Procedures. 38 10 V.S.A. § 1422(12).

River corridor protection area - the area within a delineated river corridor subject to fluvial erosion that may occur as a river establishes and maintains the dimensions, pattern, and profile associated with its dynamic equilibrium condition and that would represent a hazard to life, property, and infrastructure placed within the area. The river corridor protection area is the meander belt portion of the river corridor without an additional allowance for riparian buffers. As delineated by the Vermont Agency of Natural Resources in accordance with the ANR River Corridor Protection Procedures. 38 10 V.S.A. § 1422(12).

Special flood hazard area - is synonymous with "flood hazard area" and "area of special flood hazard" (44 C.F.R. § 59.1) and is the floodplain within a community subject to a one percent or greater chance of flooding in any given year. This area is usually labeled Zone A, AO, AH, AE, or A1-30 in the most current flood insurance studies and on the maps published by FEMA.

Sustained action – to support and continue for an extended time or without interruption; to maintain, to keep in existence, to continue.

Vermont Agency of Commerce and Community Development (ACCD) – state agency with three main departments and a variety of programs to support economic and community development needs of Vermont. The three departments are: Department of Economic Development, Department of Housing and Community Development, and the Department of Tourism and Marketing.

Vermont Agency of Natural Resources (VT ANR) – state agency that promotes the sustainable use of Vermont's natural resources, protects and improves the health of Vermont's peoples and ecosystems, and promotes sustainable outdoor recreation.

Vermont Agency of Transportation (VT AOT) – state agency that provides for the safe and efficient movement of people and goods by planning, developing, implementing, and managing a

statewide transportation network - including roads, bridges, railroads, airports, park-and-rides, bicycle and pedestrian facilities, and public transportation facilities and services.

Vermont Department of Environmental Conservation (VT DEC) – a department in the state Agency of Natural Resources whose mission is to preserve, enhance, restore and conserve Vermont's natural resources and protect human health for the benefit of present and future generations.

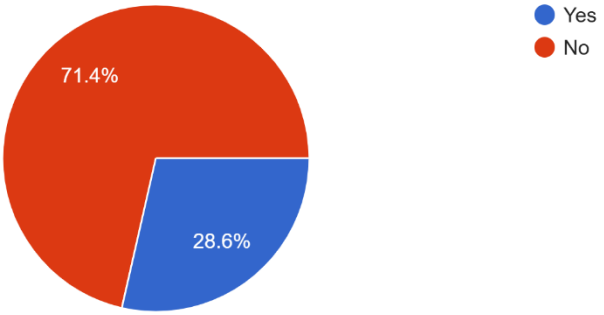
Vermont Emergency Management (VEM) – part of the Department of Public Safety, Division of Emergency Management and Homeland Security (DEMHS). VEM provides support and aid to Vermont's Local Emergency Management Directors, Local Emergency Planning Committees, Regional Planning Commissions, Community Emergency Response Teams, state agencies, and emergency response providers in an effort to ensure the state's resilience to disasters.

"Vermont addresses emergencies and disasters through two statutes. The Civil Defense Act created the state Emergency Management Division, gives the governor emergency powers, authorizes the rendering of mutual aid, and declares that all emergency management functions be coordinated with the federal government. The Internal Security and Public Safety Act provides for a declaration of a state of emergency and activation of an emergency disaster preparedness plan for the state and counties. Financial and other aid is provided by the state emergency relief and assistance fund, and through grants and loans from both federal and private sources. The governor is authorized to declare a state of emergency, and the state emergency board and local legislative boards may vote to terminate emergencies."

Appendix B: Hazard Impact Survey

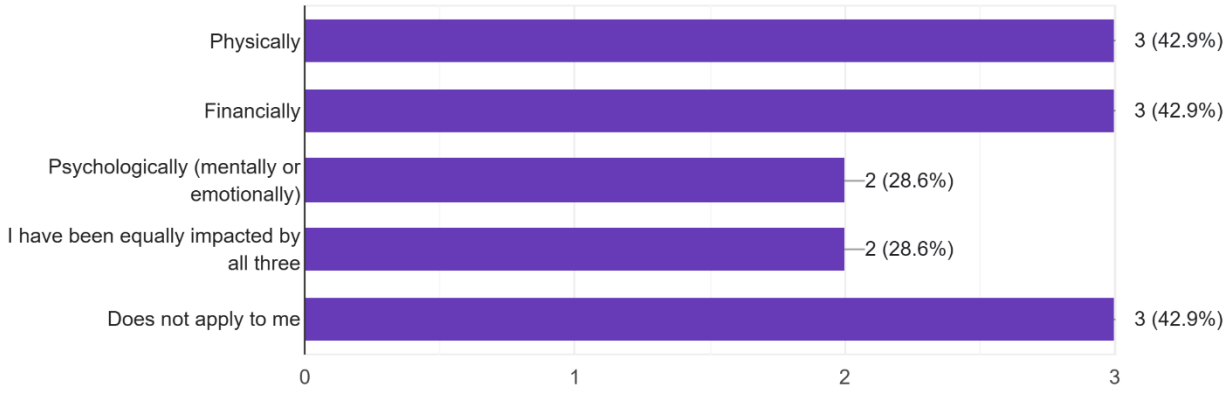
Have you ever been impacted physically, financially, or psychologically by a natural disaster in Concord?

14 responses



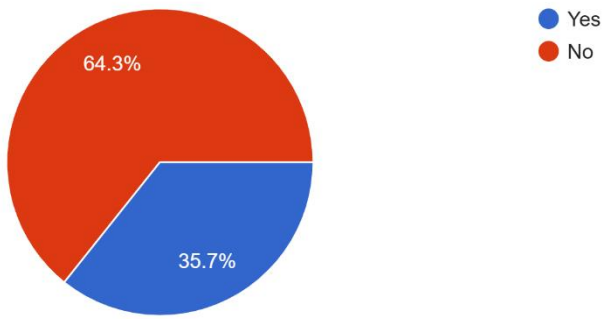
If you answered yes above, which best describes how natural disaster's have impacted you?

7 responses



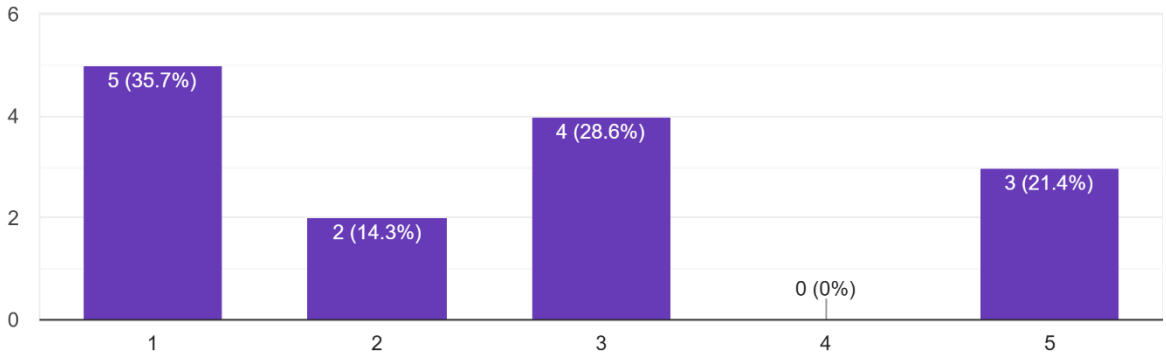
Has a road washout impacted your daily travels?

14 responses



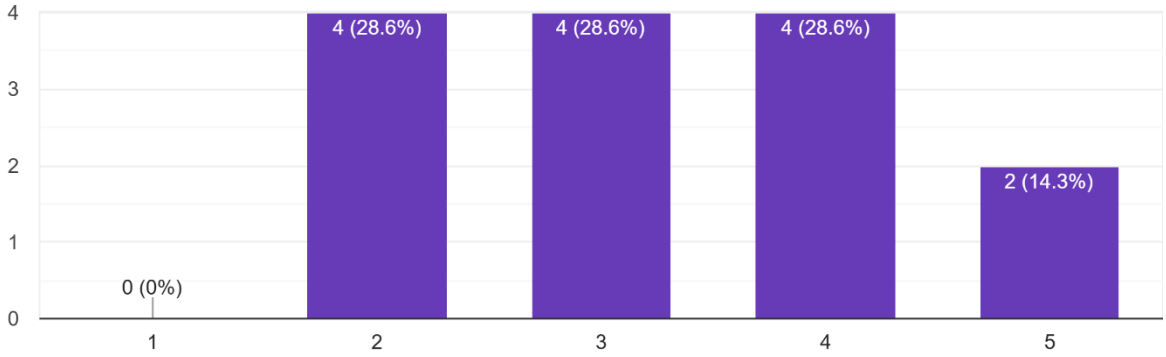
How concerned are you about flooding?

14 responses



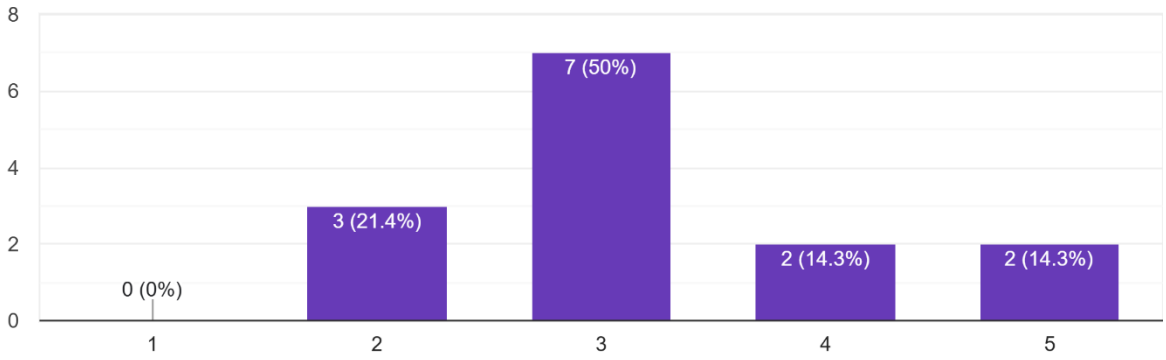
How concerned are you about winter / ice storms?

14 responses



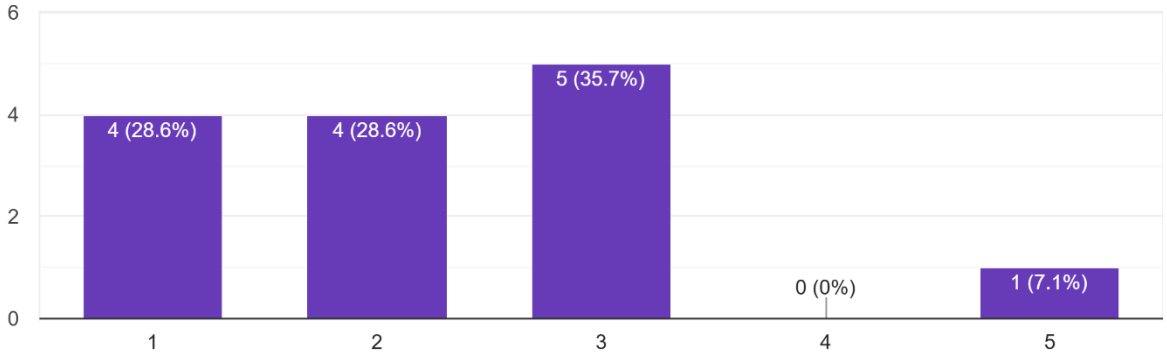
How concerned are you about high winds?

14 responses



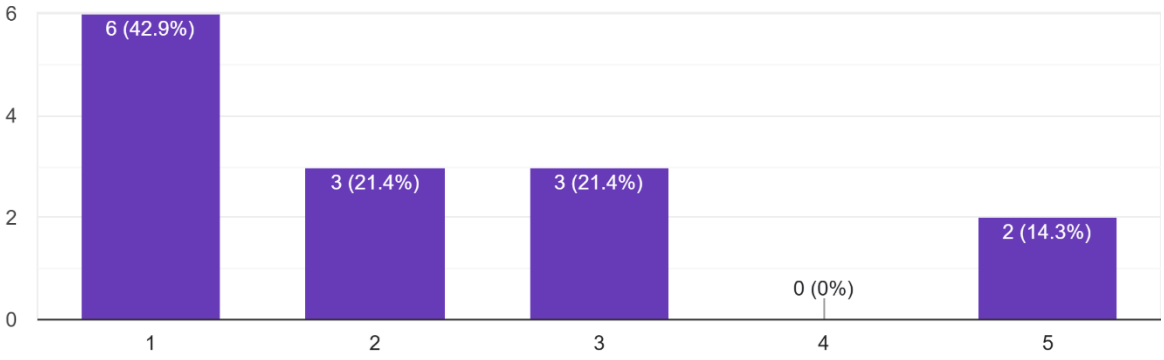
How concerned are you about extreme cold or heat?

14 responses



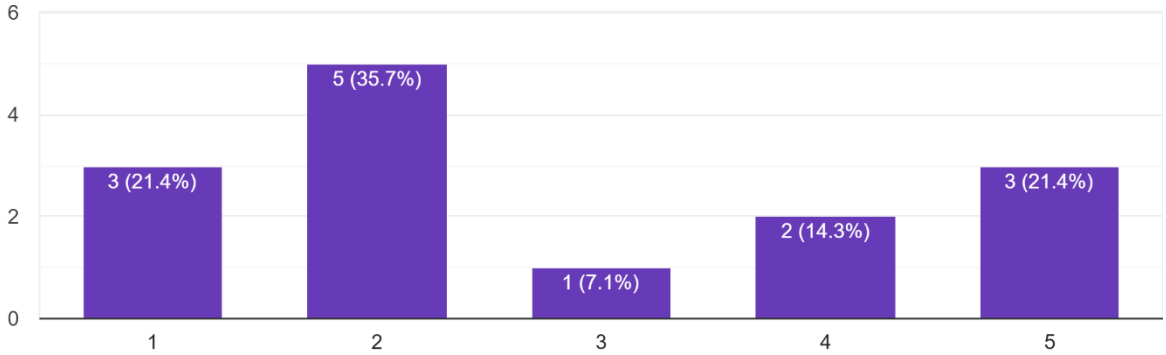
How concerned are you about wildfires?

14 responses



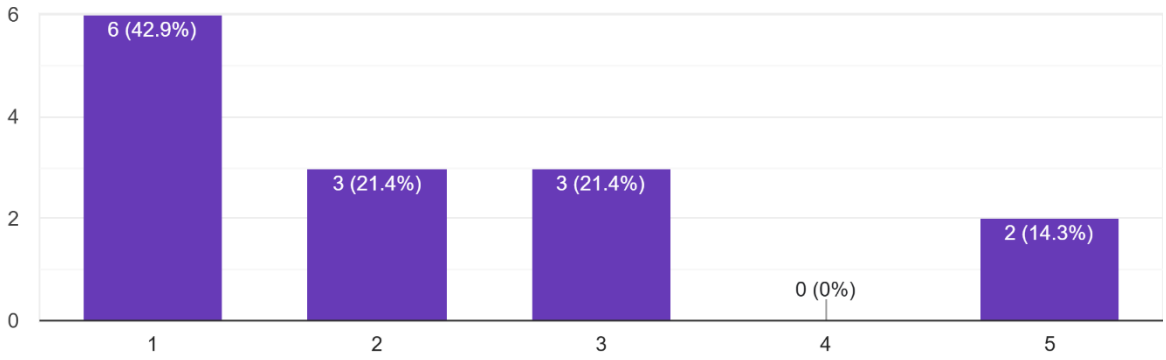
How concerned are you about another pandemic?

14 responses



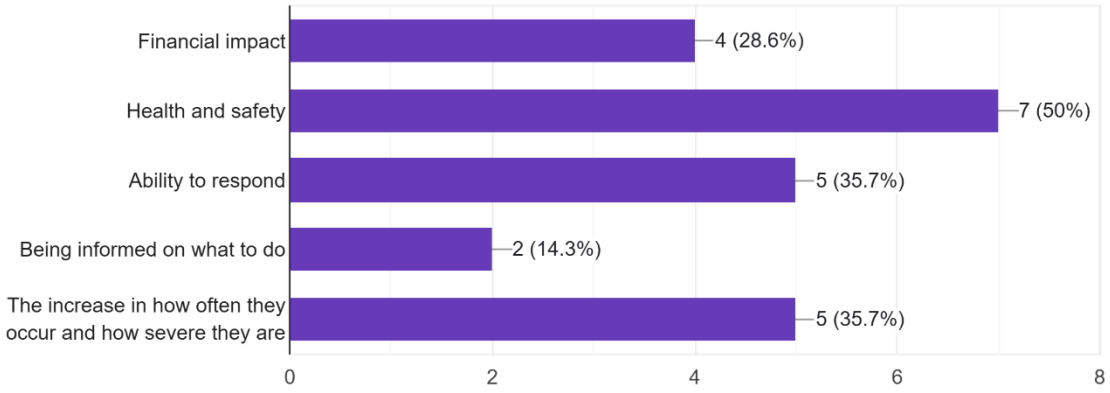
How concerned are you about wildfires?

14 responses



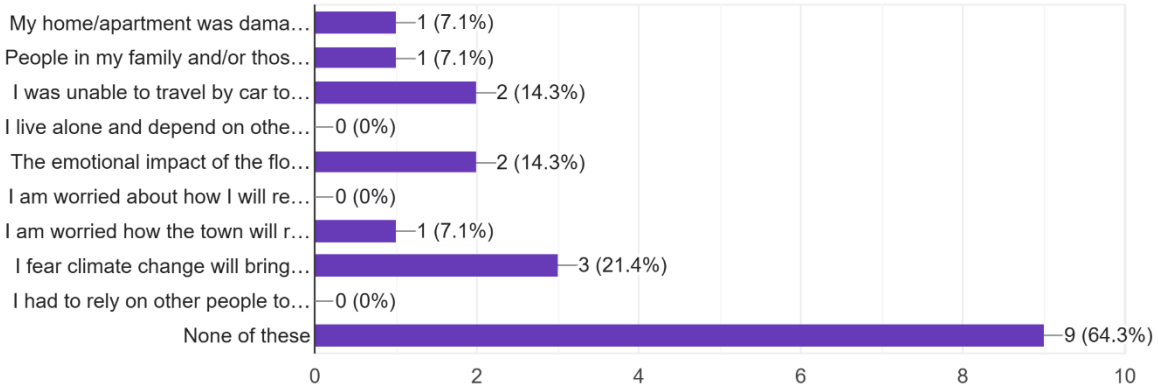
What concerns you the most about natural disasters in Concord?

14 responses



Which of following apply to you related to the most recent flooding event in Concord?

14 responses



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2024-2029 Mitigation Actions Short List:

Suggested Agenda Items for Select, Planning, and/or Development Review Boards

Introduction: The following actions are suggested discussion and planning topics to best serve town mitigation planning during the next five years.

1. Budgeting for disaster-related infrastructure repairs:

   Background: FEMA reimbursement can take a year or more following a disaster declaration (which can take a month or more following an event). With the increased frequency, severity, and cost of flood repairs recently, municipal budgets can be strained with one significant flood event. Even without history of this challenge for a town, the potential for repetitive damage events in a short time frame to the tune of several hundreds of thousands in repair costs is a real and present concern.

   Suggested Topics of Inquiry:
   a. What level of repair costs can the town feasibly incur from a flood event?
   b. How can the town better manage grant processes at the state and Federal levels?
   c. If a flood event exceeded this level, what are the options for the town"
      - What are the short and long-term actions to support increased revenue and/or decreased loss? Has there been a recent reappraisal cue from the state to create more equitable taxation? How can next FY budgeting help?
      - Are general maintenance grants at-risk of being lost due to time commitment/labor requirement for damage repair?
      - What other options are available to the town to support major flood repair costs before pursuing a bank loan?

2. Strategy for keeping up with general road maintenance during disaster recovery period(s)
   Background: Major flood damage can take months to years to fully recover from. During this time, town resources may be strained to keep up with both general maintenance and flood recovery work. This phenomenon has the potential to increase flood vulnerability to infrastructure requiring general maintenance that without, have less resilience to withstand flooding.

   Suggested Topics of Inquiry:

a. How is the town's general contracting process functioning and is there room for improvement (e.g., from scope of work, RFP, bid review, contracting and project management)?
b. At what point does the town seek contractors for work and how has this changed during a flood event/other disaster and subsequent recovery periods?
c. Is the threat of losing grant funding due to time restraints an issue and if so, what can be done to reduce risk of losing these funds?
d. Has an MOU been considered/pursued with neighboring towns and/or local contractors for emergency measures, response, and/or recovery work?

3. Utilizing After Action Review to enhance operations and resilience to climate change

Background: Arguably, a town's experience with disaster events and recovery can provide important information on what worked and what needs to be improved and the questions above can be guided these experiences. However, there may be other areas that will help support the town for future events.

Suggested Topics:

a. Has the town formally (or informally) engaged in After Action Reviews related to a disaster response and/or recovery event? If not, would this be helpful in gaining insight on how best to prepare for the next event?
b. If there has been recent turnover of road foreman and/or other leadership at the town level, how best can the town ensure that lessons learned, and overall institutional awareness are utilized to the best degree possible during the next disaster event?
c. Are there communication hurdles existing that prohibit an adequate exchange of information to support town resilience? If so, how can this be mitigated?