

Newport Town, Vermont

All-Hazards Mitigation Plan



Newport Town Garage

**Selectboard
Newport Town
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May 23, 2005

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Prerequisites

Certificate of Local Adoption

Newport Town

A Resolution Adopting the All-Hazards Mitigation Plan

WHEREAS, Newport Town has worked with the Northeastern Vermont Development Association to identify hazards, analyze past and potential future losses due to natural and human-caused disasters, and identify strategies for mitigating future losses; and

WHEREAS, the Newport Town All-Hazards Mitigation Plan contains recommendations, potential actions and future projects to mitigate damage from disasters in Newport Town; and

WHEREAS, a meeting was held by the Newport Town Selectboard to formally approve and adopt the Newport Town All-Hazards Mitigation Plan as an annex to the Northeastern Vermont Development Association's (NVDA) All-Hazards Mitigation Plan.

NOW, THEREFORE BE IT RESOLVED that the Newport Town Selectboard adopts the Newport Town All-Hazards Mitigation Plan Annex as well as the associated NVDA All-Hazards Mitigation Plan.

Date

Selectboard Chair

Selectboard Member

Selectboard Member

Selectboard Member

Selectboard Member

Attested to by Town Clerk

Section One - Planning Process

1.1 Introduction and Purpose

This Annex, when used with the appropriate sections of the basic NVDA All-Hazards Plan, is an All-Hazards Mitigation Plan for Newport Town. The purpose of this plan is to assist Newport Town to identify all hazards facing the community and identify strategies to begin reducing risks from identified hazards. A Pre-Disaster Mitigation Planning Grant to the Northeastern Vermont Development Association (NVDA) assisted Newport Town in preparing this plan.

The impact of expected, but unpredictable natural and human-caused events can be reduced through community planning. The goal of this plan is to provide all-hazards local mitigation strategies that make the communities in northeastern Vermont more disaster resistant.

Hazard Mitigation is any sustained action that reduces or eliminates long-term risk to people and property from natural and human-caused hazards and their effects. Based on the results of previous efforts, FEMA and state agencies have come to recognize that it is less expensive to prevent disasters than to get caught in a repetitive repair cycle after disaster have struck. This plan recognizes that communities have opportunities to identify mitigation strategies and measures during all of the other phases of Emergency Management – Preparedness, Response, and Recovery. Hazards cannot be eliminated, but it is possible to determine what they are, where they might be most severe and identify local actions that can be taken to reduce the severity of the hazards.

Hazard mitigation strategies and measures alter the hazard by eliminating or reducing the frequency of occurrence, avert the hazard by redirecting the impact by means of a structure or land treatment, adapt the hazard by modifying structures or standards or avoid the hazard by stopping or limiting development and could include projects such as:

- 1 Flood proofing structures
- 2 Tying down propane/fuel tanks in flood prone areas
- 3 Elevating structures
- 4 Identifying high accident locations
- 5 Monitor and protect drinking water supplies
- 6 Enlarge or upgrade culverts and road standards
- 7 Proactive local planning
- 8 Ensuring that critical facilities are safely located
- 9 Providing public information

1.2 About Newport Town

Population: 1,636

Median Housing Value: \$89,596

Orleans County

Chartered: October 30, 1802 (Vermont Charter)

Area: 27,876 Acres / 43.56 Square Miles
Coordinates (Geographic Center): 72°19'W 44°57'N
Altitude ASL: 792 feet
Population Density (persons per square mile): 34.7
Tax Rate: \$2.057 ('03)
Equalized Value: \$97,321,794 ('03)

1.3 Community History and Background

The rural Newport Town is located at the far northern section of north-central Vermont with Canada as its northern border. Lake Memphremagog, Newport City and Coventry are to the east, Troy is to the west, and Lowell and Irasburg are to the south. The community is mainly a farming community with rolling hills, and beautiful lake and mountain views. A new town plan was recently adopted in December of 2004 describing the future needs of the community.

Vermont State Highways 100, 105 and 14 run through town. The Montreal, Maine and Atlantic Railroad traverses through Newport Town into Canada. The Portland Pipeline goes through the southern end of Newport Town. The center of Newport Town is located about two miles south of the Canadian border at the intersection of Routes 105 and Vance Hill Road. Most truck traffic involves milk or logging trucks. There are two dead end roads at the Canadian border with no border crossings.

The Newport Town Fire Department is all-volunteer with a new fire station. They have a new fire truck through a Department of Homeland Security grant. Newport City and Jay are part of a Mutual Aid District. There is one dry hydrant on the pond in the village. Newport Town contracts with Newport Ambulance Service and the Sheriff's Department for police coverage. Newport Ambulance has full-time personnel and three (3) ambulances. Most residents utilize the North Country Hospital in nearby Newport City. The emergency shelter is located at the town garage where there is a generator. The EOC may be located there as well. Newport City has recently secured a mobile emergency shelter that will be available to any town in northern Vermont to use if necessary.

Newport Town School includes grades K-8 with approximately 130 +/- children. Students in grades 9-12 attend the North Country High School in Newport City about 10 miles away. There is a day care center on Route 105 and there are no local nursing homes or other special needs populations.

Newport Center has municipal water and sewer. The sewer is gravity fed with the exception of one pump. There are four wells with a 30,000 gallon reservoir. The generator at the town garage provides backup power to run water. The local water commissioner checks the secured wells regularly to guard against contamination. The water supply has never been affected by drought. The town has mostly disbursed residential development on large parcels that have onsite water and septic.

Section Two - Risk Assessment

2.1 Identify Hazards

Meeting Date: 8/10/04

Meeting Attendees: Denise Daigle, Town Clerk and Steven Barrup, Selectboard Chairman

Newport Town local officials have identified two potential hazards that are addressed in this Annex. These were identified through interviewing the Town Clerk and Selectboard Chair. These individuals have a thorough knowledge of their community through many years of direct involvement in local issues.

Table 2-A Hazard Inventory and Risk Assessment

Possible Hazard	Likelihood	Impact	Community Vulnerability	Most Vulnerable
Tornado	Low	Low	Low	Structures
Flood	Low	Low	Low/Medium	Roads, Culverts
Flash Flood	Low	Low	Low	Some beaver dams
Hazardous Materials	Low	Low	Low/Medium	Roads, water supply
Radiological Incident	Low	Low	Low	Residents
Structure Fire	Low	Low	Low	School, residences
Power Failure	Low	Low	Low	Residences, businesses
Winter Storm/Ice	Low	Low	Low	Residences, businesses
High Wind	Low	Low	Low	Trees down, loss of power
Air crash	Low	Low	Low	Site specific
Water Supply Contamination	Low	Low	Low	Public water supply, rivers. Locked, cement reservoir
Hurricane	Low	Low	Low	Power lines, residences
Earthquake	Low	Low	Low	Site specific
Dam Failures	Low	Low	Low	Residences, businesses, infrastructure.
Drought	Low	Low	Low	Water supply
Chemical or Biological Incident	Low	Low	Low	Site specific
Highway Incidents	Low	Low	Low	Site specific
Wildfire/Forest Fire	Low	Low	Low	Farms, residences
Landslide	Low	Low	Low	Site specific
School Safety Issues	Low	Low	Low	Students, teachers, hostage issues
Terrorism	Low	Low	Low	Residents, businesses, local officials

The threats to Newport Town causing medium vulnerability are: flooding and hazardous materials. Newport Town is not highly susceptible to many hazards due to its rural nature and relatively flat/rolling landscape.

2.2 Profiling Hazards

Only those hazards that are considered to be of the greatest vulnerability or likelihood in Newport Town will be profiled below. While those not being profiled are still important, they are considered a lower threat to the community where damage would be minimal and unlikely.

2.2.1 Flood History

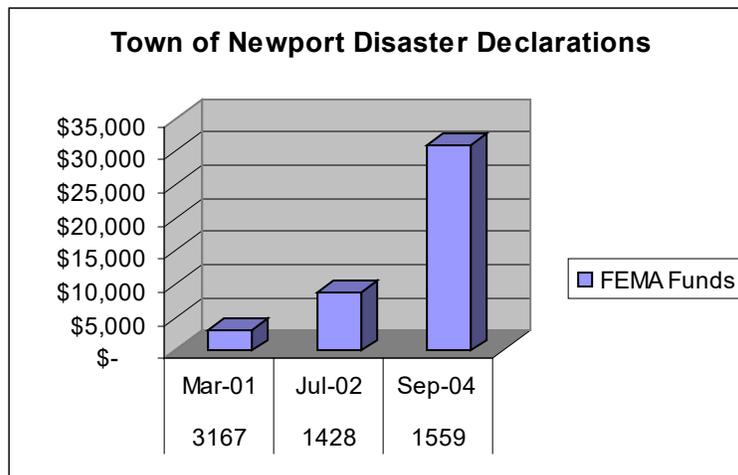
Newport Town has a recent history of flooding. The summers of 2002 and 2004 saw moderate road damage throughout the town. March 2001 was a snow emergency due to high volumes of snow. There were no FEMA declarations between 1989 through 2002 when FEMA data became available. Mud Creek runs through the community and there is a small dam called the Old Mill Dam in Newport Center. The ski area at nearby Jay Peak drains to Missisquoi River. A dam breach would not have a large impact on Newport Town.

Newport Town has diligently replaced undersized culverts with larger culverts in the past several years and has recently adopted the Highway Codes and Standards that require upgrades for culverts and bridges when performing regular highway maintenance.

FEMA Declarations and Funding

Town	NFIP	1428 Jul-02	3167 Mar-01	1559 Sep-04	Totals by Town
Newport Town	YES	\$ 8,754	\$ 3,200	\$ 31,069	\$ 43,023

Note: March 2001 was a snow emergency.



2.2.2 Hazardous Materials

The most hazardous materials are located on the roads, railroads and the Portland Pipeline although Newport Town has not had a HazMat incident in recent years. A high accident location

is the intersection of Routes 100 and 105. Route 100 has recently been reconfigured with a T intersection at Routes 100, 105 and 14 for a safer flow of traffic. The worst-case scenario would involve a train incident with hazardous materials derailing in Newport Center over Mud Creek. There are three gas stations in town with underground storage tanks. Most truck traffic involves milk or logging trucks. The railroad has filed Chapter 11 but they still haul freight, including propane and other hazardous materials, once per day, both north and south. Farms with large manure pits have the potential for hazardous materials to contaminate water supplies.

2.2.3 Severe Weather

There have been some power outages resulting from high winds, ice and blowing snow but they are not frequent or extended. Vermont Electric Coop is the power supply for Newport Town. Because the topography is mostly rolling, the drifting snow causes difficulty with snow plowing at Buzzell Road and Bear Mountain Road, and also at Bear Mountain and Cross Road.

2.2.4 Structure Fire

Structure fires in Newport Town are not common, maybe one to two per year. There is one dry hydrant on the pond in the village. A fire at the school would be most likely a worst case scenario.

2.2.5 Dam Failures

Mud Creek runs through the community and there is a small dam called the Old Mill Dam in Newport Center. If this were to breach, local officials feel that it wouldn't create a large impact on property downstream, as it is mostly flood plain and farmland.

2.2.6 School Safety Issues

School safety issues are related to the school being in close proximity to the railroad, the dam, the border crossing. It is located well above the flood area. This is a K-8 school. The school has prepared an emergency plan for a variety of potential incidents ranging from bomb scares to drugs to guns.

2.2.7 Terrorism

Newport Town is not a high threat target area for terrorists, but given the close proximity to the border, an incident is always a possibility. Should an incident occur, it would be devastating to the community. See related School Safety Issues.

2.3 Vulnerability: Overview

In terms of vulnerability, Newport Town rated these potential hazards below as their greatest threats: flooding and a hazardous material incident. Mitigation strategies are identified for the highest priority projects in Section Three. Only those hazards that were identified as likely risks to the town were profiled. While other types of hazards may cause smaller problems for the community, they are a lower risk.

2.4 Identifying Structures

It is difficult to estimate the total number of structures in the 100-year limit of the FIRM

identified floodplain as those maps do not accurately match up to the E911 maps that are based on the structures' geographical location (latitude and longitude). However, it can be estimated that there are less than 50 structures in or near the flood areas depicted on the NFIP maps. The most vulnerable area is Newport Center. The center of commerce is here along with its school, municipal office and higher density homes.

2.5 Estimating Potential Losses

Future losses should be lessened through mitigation of the repetitively flooded properties, most of which are roads, bridges and culverts. The FIRM maps are not compatible with the GIS maps containing contour, rivers, roads and structures and it is not possible to estimate the amount of potential loss at this time. It is recommended that the NFIP maps be redone using the Vermont Geographic Information System standards based on orthophoto mapping. The Median Housing Value (MHV) for Newport Center in 2003 was \$89,956. The Equalized Value for all properties in Newport Town in 2003 was \$97,321,794. If one percent (1%) of all properties in Newport Town were damaged, the value would be assessed at \$97,322. The past FEMA damages amounted to \$43,023 over 16 years, so future damage is not estimated to be totally devastating.

2.6 Analyzing Development Trends

The growth rate of Newport Town is 8.2% or a total population increase of 125 persons between 2000 and 2003. Newport Town has adopted a local plan and zoning regulations to guard against future development in inappropriate locations such as flood prone areas. Newport Town is a member of the National Flood Insurance Program (NFIP). Newport Town is a rapidly developing community. In 2003, there were 53 zoning permits given, most of which were for home additions. All development strategies are carefully reviewed by the Zoning Board of Adjustment. All buildings being improved in or near frequently flooded areas are required to elevate or provide additional mitigation measures.

Section Three - Mitigation Strategy

Hazard Mitigation Strategies and Measures **avoid** the hazard by stopping or limiting new exposures in known hazard areas, **alter** the hazard by eliminating or reducing the frequency of occurrence, **avert** the hazard by redirecting the impact by means of a structure or land treatment, **adapt** to the hazard by modifying structures or standards and could include tools or projects such as:

- 1 **Town Plan** - this document contains goals and objectives for community growth, health, safety and welfare for public and private interests.
- 2 **Zoning Status** – This is a snapshot of the current zoning tools in effect. Note the progress listed above for some communities.
- 3 **NFIP** – National Flood Hazard Insurance Program – Newport Town is in the program.
- 4 **Flood Regulations** – Some communities have adopted Flood Regulations but may not be

a member of the NFIP program.

- 5 **C & S = Highway Codes and Standards** – Most all Vermont communities have adopted the Vermont Transportation Agencies recommended Highway Codes and Standards. This is perhaps the one most beneficial mitigation program in Vermont and the NVDA region. By adopting these codes, all maintenance and new construction on roads, highways, bridges and culverts must be enhanced to meet the new standards to withstand large flood events.
- 6 **VTRC** – Newport Town does not have a Vermont Red Cross Shelter Pre-Agreement. When a Pre-Agreement is in effect, local representatives are trained to open a shelter if needed. This will allow for a more efficient use of the VT Red Cross if and when needed.
- 7 **Emergency Operation Plan (EOP)** – Newport Town is in the process of having its EOP updated to include all-hazards through a Homeland Security Grant to the NVDA. This plan will be substantially completed by July 2005 and will include this Plan as its risk assessment to all-hazards.
- 8 **Rapid Response Plan (RRP)** – Newport Town has updated its RRP as of September 9, 2004.
- 9 **Emergency Training** - Fire and rescue personnel continue to participate in training offered for its volunteers, particularly with the equipment upgrades through the Dept. of Homeland Security.

Table 3-A Development Tools

Town	Town Plan	Zoning	NFIP	Subdivision	Codes & Standards	Culvert Inventory	Vermont Red Cross Shelter
Newport Town	YES	YES	YES	No	YES	YES	No, but may initiate

3.1 Regional Hazard Mitigation Goals

- 1 Reduce the loss of life and injury resulting from all hazards.
- 2 Mitigate financial losses incurred by municipal, residential, industrial, agricultural and commercial establishments due to disasters.
- 3 Reduce the damage to public infrastructure resulting from all hazards.
- 4 Recognize the connections between land use, storm-water road design and maintenance and the effects from disasters.
- 5 Ensure that mitigation measures are compatible with the natural features of community rivers, streams and other surface waters; historic resources; character of neighborhoods; and the capacity of the community to implement them.
- 6 Encourage all-hazard mitigation planning as a part of the municipal planning process.

3.2 Community Preparedness Goals

Overall, Newport Town is working to decrease its risk to flooding, water supply contamination and hazardous material incidents through proactive planning, policies and mitigation actions. Other lesser risks are being addresses through the same procedures and policies.

- 1 Review this plan with essential town government.
- 2 Review and study the need for additional capacity and capability in Newport Town Fire Department to minimize the impact of a HAZMAT incident.
- 3 Ensure that all emergency response and management personnel receive HAZMAT Awareness training as a minimum.

3.3 Existing Hazard Mitigation Programs

Newport Town has been proactive in planning for its future as well as protecting its citizens from potential disasters. Newport Town is in the NFIP program and regularly upgrades its roads, bridges and culverts according to the Vermont Highway Codes and Standards to prevent washouts due to flooding.

3.3.1 Emergency Management Planning

Newport Town has updated their Rapid Response Plan. They are members of the Local Emergency Planning Committee (LEPC) 10 which meets each month in Derby. Newport Town is participating in a joint exercise through LEPC 10. The exercise will be completed in May 2005. The fire department has upgraded its equipment through Homeland Security funds. The fire department is well trained. A new Emergency Operations Plan is in the development stages to meet All-Hazards response.

3.3.2 Codes and Standards

Newport Town has adopted the recommended Highway Codes and Standards that require regular upgrades on bridges, highways, ditching and culverts to avoid flood damage. A number of culverts have already been upgraded.

3.3.3 Local Planning and Zoning, NFIP

Newport Town has adopted a Town Plan and Zoning. They are a member of the National Flood Insurance Program. All new development must be reviewed by the Zoning Board of Adjustment. Most new development is for subdivisions, renovations and existing building modifications. All development in or near the identified flood areas must conform to zoning standards.

3.3.4 Protection of Municipal Water System

Newport Town checks its water system daily as required by State regulations. They system is locked to protect against vandalism or unwanted substances.

3.3.5 Protection of Town Records

The Town office has a vault to protect public records from damage or theft/vandalism and fire.

3.3.6 School Drills

The K-8 Newport Town School practices regular evacuation drills.

3.4 Preparedness Tools

Public Awareness, Training, Education

- 1 Conduct Emergency Drills involving all elements of the community to practice procedures associated with a simulated varies incidents.
- 2 Use this plan for Hazard Identification and Mapping.

Public Protection

- Designate shelters.
- Emergency communications and information systems (NOAA weather receivers, Emergency Alert System (EAS)) are at the Command Center.
- Update Hazard Vulnerability Assessments as needed.
- 1 Review and modify evacuation and sheltering plans based on the results of drills and exercises or procedures implemented in an actual incident.
- 2 American Red Cross chapter may be contacted to assist with community education programs.
- Maintain current Rapid Response Plans and the Emergency Management Operations Plans.
- Regularly scheduled maintenance programs are ongoing (culvert survey & replacement, ditching along roadways, cutting vegetation to allow visibility at intersections).
- The town is proactive in preparing for potential disasters.
- One shelter facility has a generator.

Financial and Tax Incentives.

- Use State and Federal funding for mitigation projects and activities.

Hazard Control and Protective Works.

- Utilize regular maintenance programs (culvert survey & replacement, ditching along roadways, cutting vegetation to allow visibility at intersections).

Insurance Programs.

- Participate in NFIP.

Land Use Planning/Management: Flood.

- Newport Town has a municipal plan and local zoning. They have established Flood Hazard Areas through the NFIP.

Protection/Retrofit of Infrastructure and Critical Facilities.

- A map of Critical Facilities is attached.

3.5 Analysis of Mitigation Actions

Priority Actions:

Local officials in Newport Town have identified several mitigation actions to be included in the Hazard Mitigation Plan. Table 3-B, Implementation Strategy contains these actions, along with the responsible agency, the funding source, and implementation timeframe.

The Newport Town local officials have prioritized the actions using the STAPLE+E criteria, a planning tool used to evaluate alternative actions. The following table explains the STAPLE+E criteria.

S – Social	Mitigation actions are acceptable to the community if they do not adversely affect a particular segment of the population, do not cause relocation of lower income people, and if they are compatible with the community’s social and cultural views.
T – Technical	Mitigation actions are technically most effective if they provide long-term reduction of losses and have minimal secondary adverse impacts.
A – Administrative	Mitigation actions are easier to implement if the jurisdiction has the necessary staffing and funding.

P – Political	Mitigation actions can truly be successful if all stakeholders have been offered an opportunity to participate in the planning process and if there is public support for the action.
L – Legal	It is critical that the jurisdiction or implementing agency have the legal authority to implement and enforce a mitigation action.
E – Economic	Budget constraints can significantly deter the implementation of mitigation actions. Hence, it is important to evaluate whether an action is cost-effective, as determined by a cost benefit review, and possible to fund.
E – Environmental	Sustainable mitigation actions that do not have an adverse effect on the environment, that comply with Federal, State, and local environmental regulations, and that are consistent with the community’s environmental goals, have mitigation benefits while being environmentally sound.

3.6 Implementation of Mitigation Actions

Flooding and the potential for hazardous material incidents are the two main threats to Newport Town. Local officials are proactive in preparing for the hazards for which they are most vulnerable. Their highest priority concern is the health safety and welfare of the local citizens and businesses.

The mitigation action determined to have the highest priority was the most cost effective alternative to the potential loss of life. Readiness and timeliness of project was also important.

Potential hazardous material incidents are caused mainly by highway features combined with areas that typically flood. In Newport Town these areas are mainly the Vermont State highways, which are the responsibility of the Vermont Agency of Transportation and are being evaluated by their engineers in conjunction with local officials.

Evaluating these criteria is largely based on best available information and best judgment, as many of the projects are not fully scoped out at this time. The actions are listed in the Table 3-B in order of importance, cost effectiveness and feasibility to the community.

Table 3-B Mitigation Projects by Priority

Project/Priority	Mitigation Action	Who is Responsible	Time Frame and Potential Funding	Initial Implementation Steps
Generators with hookups HIGH	Backup power for the school.	Fire Chief, Kurt Flynn	2005 – HMGP, FMA	Seek grant sources and cost estimates.
Road and culvert upgrades	Continue to replace undersized culverts with larger culverts to prevent flooding.	Road Foreman, Fred Baraw	2005 – HMGP, Bridge and Culvert Program	Seek engineering solution and cost estimates.
GIS mapping of NFIP areas	Identify flood areas with vulnerable structures consistent with Vermont GIS mapping effort.	Northeastern Vermont Development Association	2006/7 – FEMA FMA funds, HMGP or EMPG funds	Coordinated statewide NFIP mapping effort for all towns.

Section Four - Plan Maintenance Process

4.1 Initial Approval Process

In addition to public involvement in the initial development of the plan, opportunities for public comment will include a warned adoption to review the plan prior to final adoption. The fire chief has been instrumental in participating in the review of the document with the local officials.

After local review and comment, the draft local annex is presented to the State Hazard Mitigation Committee through the State Hazard Mitigation Officer (SHMO) for review and comment. The SHMO will issue a recommendation for forwarding the plan to the FEMA Region I. After receipt of comments from FEMA Region I staff, final changes will be made and the resulting document adopted by the Newport Town Selectboard. The final plan will be returned to FEMA Region I for formal approval.

4.2 Routine Plan Maintenance

The Hazard Mitigation Plan is dynamic and changing. To ensure that the plan remains current it is important that it be updated periodically. The plan shall be updated every five years, pending ongoing financial resources, in accordance with the following procedure:

- 4.2.1 The Newport Town Selectboard will either act as the review committee or appoint a review committee.
- 4.2.2 The committee will discuss the process to determine if the evaluation criteria is still appropriate or modifications or additions are needed to the mitigation strategies based on changing conditions since the last update occurred. Data needs will be reviewed, data sources identified and responsibility for collecting information will be assigned to members.

- 4.2.3 A draft report will be prepared based on the evaluation criteria and in conformance with the FEMA Region I Local Hazard Mitigation Plan Crosswalk document.
- 4.2.4 The Selectboard will have the opportunity to review the draft report. Consensus will be reached on changes to the draft.
- 4.2.5 Changes will be incorporated into the document.
- 4.2.6 The plan will be reviewed by Vermont Emergency Management (SHMO) staff and then FEMA Region I staff.
- 4.2.7 VEM and FEMA comments will be incorporated into the plan.
- 4.2.8 The Selectboard will warn the plan for approval at its regular meeting.
- 4.2.9 The Selectboard will incorporate any community comments into the plan.
- 4.2.10 The Selectboard will finalize and adopt the plan and distribute to interested persons.

4.3 Programs, Initiatives and Project Review

Although the plan will be reviewed, pending ongoing financial resources, in its entirety every five years the town may review and update its programs, initiatives and projects more often based on the above procedure as changing needs and priorities arise.

4.4 Post-Disaster Review Procedures

Should a declared disaster occur, a special review will occur in accordance with the following procedures:

1. Within six (6) months of a declared emergency event, the town will initiate a post-disaster review and assessment.
2. This post-disaster review and assessment will document the facts of the event and assess whether existing Hazard Modification Plans effectively addressed the hazard.
3. A draft report After Action Report of the assessment will be distributed to the Review/ Update Committee.
4. A meeting of the committee will be convened by the Selectboard to make a determination whether the plan needs to be amended. If the committee determines that NO modification of the plan is needed. Then the report is distributed to interested parties.
5. If the committee determines that modification of the plan IS needed, then the committee drafts an amended plan based on the recommendations and forwards it to the Selectboard for public input.
6. The Selectboard adopts the amended plan.

Section Five - Maps

Tab a - Critical Facilities and Local Areas of Concern Map

