

TOWN OF VICTORY

All-Hazards Mitigation Plan



Town of Victory
HCR 60, P.O. Box 511, Radar Road
Victory, VT 05858
(802) 328-2400

August 14, 2005

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This Plan is not eligible for FEMA approval unless Victory becomes a member of the National Flood Insurance Program.

Certificate of Local Adoption
Town of Victory

A Resolution Adopting the All-Hazards Mitigation Plan

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

WHEREAS, a meeting was held by the Victory Selectboard to formally approve and adopt the Victory 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 Victory Selectboard adopts The Victory 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 the Town of Victory. The purpose of this plan is to assist the Town of Victory 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 the Town of Victory 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:

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

1.2 About Victory

Population: 98
Median Housing Value: \$62,363
Essex County

Chartered: September 6, 1781 (Vermont Charter)
Area: 27,604 Acres / 43.13 Square Miles
Coordinates (Geographic Center): 71°51'W 44°31'N
Altitude ASL: 1,100 feet
Population Density (persons per square mile): 2.2
Tax Rate: \$2.057 ('03)
Equalized Value: \$13,465,166 ('03)

1.3 Community Background and History

The community of Victory is a very small rural community in northeastern Vermont. All except two roads in Victory are gravel roads. Burke/Victory Road is paved for a distance of 1,900 feet and Granby Road is paved for a distance of 2,000 feet. Victory and its closest neighbor might be considered the most isolated communities in all of Vermont. Power can be out for days at a time due to downed power lines from storms and the fact that Victory is so remote. Residents have several days' worth of supplies and are well prepared for isolation.

Victory has a large parcel of land called Victory Bog, a natural area that is in permanent conservation. There is no industry or commercial activity although the Portland Pipeline goes right through the bog.

There is no school in Victory.

Many Victory residents get good cell service that is more reliable than the phone lines.

All residents are on private wells and use on-site septic systems. There are no municipal services in Victory. There have been no HazMat incidences in Victory.

The Concord Fire Department and CALEX Ambulance serve South Victory and East Burke, and Lyndon Rescue serves the north side of Victory. Victory's Emergency 911 system is dispatched through Derby. Isolation is not a problem from either the south or the west. There are many seasonal recreation camps and summer places.

While the town office is one designated shelter, it is not set up as such. Most of the residents look out for each other when communication and power is shut off. There is no municipal generator for emergency use. Radar Road is one access to an old remote airbase and it is now a proposed wind farm.

The closet medical facilities are the hospital in St. Johnsbury and a health clinic in Lyndonville.

Critical Facilities in Victory

Electric Utility	Central Vermont Public Service
Electric Utility	Village of Lyndonville Electric
Emergency Shelter	Victory Town Office
Emergency Shelter	Victory Town Garage
Municipal Highway Garage	Victory Town Garage
Municipal Office	Victory Town Office
Pipeline	Portland Pipeline

Section Two - Risk Assessment

2.1 Identifying Hazards

Meeting Date: 2/10/04

Meeting Attendees: Walter Neborsky – Road Foreman, Selectboard members: Greg Hovey, Walter Mitchell, and Howard Lynaugh, Chair.

Victory local officials identified several hazards that are addressed in this annex. These were identified through interviewing Selectboard members and the road foreman. These individuals have a thorough working knowledge of the community through many years of living in the town and being familiar with local issues.

Table 2-A Hazard Identification and Risk Assessment

Possible Hazard	Likelihood	Impact	Community Vulnerability	Most Vulnerable
Tornado	Low	Medium	Low	Structures. Power outages, trees, transportation
Flood	High	High	Med/High	
Flash Flood	Med/High	High	Med/High	Lots of beaver dams
Hazardous Materials	Low	Low	Low	Propane lines
Radiological Incident	Low	Low	Low	Residents
Structure Fire	High	High	Low/Med	Residences. 95???
Power Failure	High	Medium	Medium	Residences
Winter Storm/Ice	Medium	Medium	Medium	Residences
High Wind	Medium	Medium	Medium	Trees down, loss of power
Air crash	Low	Low	Low	Site specific
Contaminated Water Supply	n/a – Town Clerk’s office			6 houses shared spring
Hurricane	Low	High	Low	Power lines, residences
Earthquake	Low	Low	Low	Site specific
Dam Failures (beaver dams only)	See flash flood			
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	High	Medium	Medium	Residences
Landslide	Low	Low	Low	Site specific
School Safety Issues	No school			Students, teachers, hostage issues
Terrorism	Low	Low	Low	Residents, businesses, local officials

The Medium to High risks in Victory are: floods, flash floods, structure fires, power failures, winter storms/ice, high winds, and wildfire/forest fires.

Only those hazards that are considered to have a HIGH or MEDIUM vulnerability in Victory will be profiled below. While those not being profiled are still important, they are considered a lesser threat to the community where damage would be minimal.

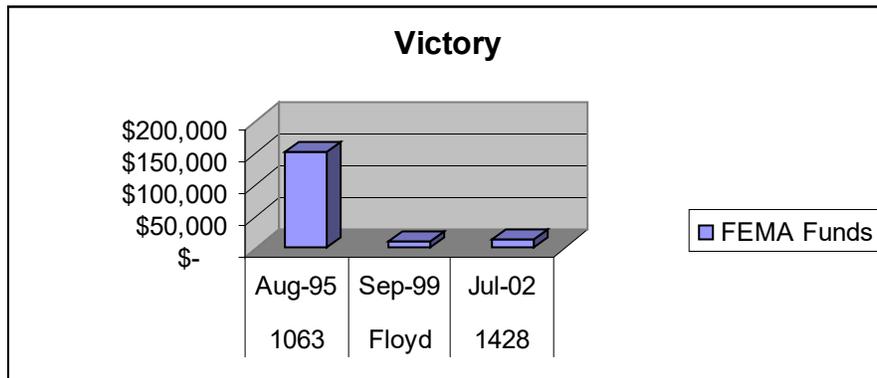
Floods

Victory has experienced three major flood events between 1989 and 2004 that have qualified for FEMA assistance. There are no properties that have been identified as repetitively damaged using FEMA funds. Victory sits up at a higher elevation and water drains away from the community. A large flooding occurs every few years. The largest event in August of 1995

washed out the entire Victory Bog Road which has been rebuilt through FEMA funds. The roadbed was raised up significantly to avoid future flooding problems.

Past FEMA Declarations and Funding

Town	NFIP	1063 Aug-95	Floyd 1307* Sep-99	1428 Jul-02	Totals by Town
Victory	NO	\$ 151,251	\$ 9,414	\$ 14,001	\$ 174,666



Hazardous Materials

Hazardous material incidents are not a primary concern for Victory residents because there are no trucks going through the town other than propane or fuel trucks. There are no businesses in town. The Portland Pipeline has three underground lines that come through Victory but only two are active at this time. A company helicopter checks the pipeline regularly.

Structure Fires

Structure fires occur on an average of one per year. Victory does not have its own fire department. Response time to Victory is 30 minutes or more depending on the road conditions. When a fire call or emergency call is made, Concord Fire Department or East Burke is the responder, depending on the area of town the call originates from. Often, response is from both towns. Generally, mutual aid is offered from the towns of Concord, East Burke, Lyndon, Lunenburg and Guildhall. Many of the structures are older historic structures that are at high risk. A potential fire in the center of Victory is a threat. A raging fire could destroy the town.

Two dry hydrants are currently being approved for installation in Victory under a state funded emergency response grant. The locations of these dry hydrants are Weir Brook on Victory Hill in South Victory; the other is sourced from the Moose River on River Road 1 ½ miles from Gallup Mills.

Power Failure

Power failures occur frequently and can be out for several hours or days at a time. This is typically due to high winds and heavy snow or ice causing power lines to collapse. Due to the remoteness of Victory, it can take some time to get crew to the area to repair the lines. Most residences have back up heat and store water in preparation for these outages. The municipal officers have identified need for a permanent generator. The northern end of Victory loses

power more often than the southern end of town. There are no identified special needs populations in town.

High Winds

High winds cause most damage to trees and power lines in Victory. The wind comes along the long lake and can cause wind sheers and micro bursts. Victory experienced damage from the ice storm of 1998 with many trees down and power out. Central Vermont Power is the main electrical service for the area. Storms are frequent and can cause roads to be impassable, leaving residents isolated, many times without power or access to emergency services.

Wildfires/Forest Fires

Forest fires are a concern. There is a high potential for devastating forest fires due to logging and dead brush in the forested areas. There are some campfires in the back woods. A large forest fires could threaten the entire community.

2.3 Vulnerability: Overview

In terms of vulnerability, Victory rated these potential hazards as most likely: Flash Floods, Structure Fires, Power Failures, High Winds and Wildfires/Forest Fires. Mitigation strategies are identified for the highest priority projects in Section Three. Only those hazards that were identified as a high risk to the town were profiled. While other types of hazards may cause smaller problems for the community, they pose 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 approximately 10 structures in or near the flood areas depicted on the NFIP maps.

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. The Town of Victory underwent GIS mapping of all road structures, bridges and culverts with the assistance of NVDA in the summer of 2004.

The Median Housing Value (MHV) for Victory in 2003 was \$62,363. The Equalized Value for all properties in Victory in 2003 was \$13,465,166. If one percent (1%) of all properties in Victory were damaged, the value would be assessed at \$13,465. The past FEMA damages over the last 16 years were \$174,666.

2.6 Analyzing Development Trends

Victory is a small remote community that has grown by four people in the last two years. Another increase in the usual growth trend will be seen in the near future due to a large tract of land being subdivided and sold on Granby Road, with several of the buyers now building properties at these sites.

The Town of Victory has no plan and no zoning regulations to guide any new growth. The largest proposal that has come before the town is to install wind generators on the top of an old remote air force base off of Radar Road.

Victory is not considered a rapidly growing community. Victory is not a member of the National Flood Insurance Program.

Population Increase 2000 to 2003

Town	Estimated Pop 2003	Census Pop 2000	Increase
Victory	98	97	

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:

- **Town Plan** - this document contains goals and objectives for community growth, health, safety and welfare for public and private interests.
- **Zoning Status** – This is a snapshot of the current zoning tools in effect. Note the progress listed above for some communities.
- **NFIP** – National Flood Hazard Insurance Program.
- **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. In the summer of 2004, the Selectboard and the Town of Victory signed acceptance of the Vermont Transportation Agency’s recommended Highway Codes and Standards.

- **VTRC** – Victory 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.
- **Emergency Operation Plan (EOP)** – Victory 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.
- **Rapid Response Plan (RRP)** – Victory has updated its RRP as of September 11, 2004.

Table 3-A Development Tools

Town	Town Plan	Zoning	NFIP	Codes & Standards	Culvert Inv.	VT Red Cross	Maps FIRM
Victory	NO	NO	NO	NO	YES	NO	YES

3.1 Regional Hazard Mitigation Goals

- Reduce the loss of life and injury resulting from all hazards.
- Mitigate financial losses incurred by municipal, residential, industrial, agricultural and commercial establishments due to disasters.
- Reduce the damage to public infrastructure resulting from all hazards.
- Recognize the connections between land use, storm-water road design and maintenance and the effects from disasters.
- 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.
- Encourage all-hazard mitigation planning as a part of the municipal planning process.

3.2 Community Preparedness Goals

Overall, Victory 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.

- Review this plan with essential town government.
- Consider adopting Flood Hazard Regulations and becoming a member of the National Flood Insurance Program.

3.3 Existing Hazard Mitigation Programs

3.3.1 Emergency Management Planning

Victory has recently updated their Rapid Response Plan.

3.3.2 Codes and Standards

Victory 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 been upgraded by following the Codes and Standards guidelines.

3.3.3 Local Planning and Zoning, NFIP

Victory has not adopted a Town Plan and Zoning. They are not a member of the National Flood Insurance Program.

3.3.4 Protection of Town Records

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

3.4 Preparedness Tools

Public Awareness, Training, Education

- Conduct Emergency Drills involving all elements of the community to practice procedures associated with a simulated varies incidents.
- 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.
- Review and modify evacuation and sheltering plans based on the results of drills and exercises or procedures implemented in an actual incident.
- 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.

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.

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 Victory 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 Victory 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 Victory. 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 community. Readiness and timeliness of project was also important.

The evaluating of the STAPLEE criteria is takes into consideration the best available information, any engineering evaluations, and best judgment. The action listed in Table 3-B is important to community, cost effective 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
Consider becoming a member if the National Flood Insurance Program (NFIP) HIGH	Will provide insurance protection for residents and businesses.	The Selectboard	2005/6 – No funds needed	Contact NVDA for assistance to begin the flood hazard planning process. 802-748-5181.
A generator for the emergency shelters – at Town Office.	Will provide back-up power at shelter. Needed due to frequent power outages.	Selectboard and local emergency management coordinator.	2005/6 – Homeland Security Grants, HMPG, EMPG	Contact Vermont Emergency Management for grant information. 800-347-0488
Red Cross Pre-Agreement	Will help with setting up shelters quickly and efficiently.	Selectboard and local emergency management coordinator.	2005/6 – No funds needed	Contact Vermont Red Cross - 800 - 660-9130
Need two dry hydrants, one on Radar Road.	To be able to help with better response for fires.	The Selectboard and local emergency management coordinator.	2005/6 Fire Grants, Resource Conservation District	Seek appropriate grant source, obtain cost estimate and apply for funding.
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 Victory 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 Victory 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 5 - Maps

- A. Essential Facilities Map and Areas of Local Concern

