

# Town of Shelburne Hazard Mitigation Plan



Adopted by the Shelburne Select Board on  
January 4, 2021

Prepared by

**Shelburne Hazard Mitigation Committee**

and

**Franklin Regional Council of Governments**

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*This project was funded by grants received from the Massachusetts Emergency Management Agency (MEMA) and the Federal Emergency Management Agency (FEMA).*



**FEMA**

January 14, 2021

Samantha C. Phillips, Director  
Massachusetts Emergency Management Agency  
400 Worcester Road  
Framingham, Massachusetts 01702-5399

Dear Director Phillips:

The U.S. Department of Homeland Security, Federal Emergency Management Agency (FEMA) Region I Mitigation Division has approved the Town of Shelburne Hazard Mitigation Plan effective **January 13, 2021** through **January 12, 2026** in accordance with the planning requirements of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended, the National Flood Insurance Act of 1968, as amended, and Title 44 Code of Federal Regulations (CFR) Part 201.

With this plan approval, the jurisdiction is eligible to apply to the Massachusetts Emergency Management Agency for mitigation grants administered by FEMA. Requests for funding will be evaluated according to the eligibility requirements identified for each of these programs. A specific mitigation activity or project identified in this community's plan may not meet the eligibility requirements for FEMA funding; even eligible mitigation activities or projects are not automatically approved.

The plan must be updated and resubmitted to the FEMA Region I Mitigation Division for approval every five years to remain eligible for FEMA mitigation grant funding.

Thank you for your continued commitment and dedication to risk reduction demonstrated by preparing and adopting a strategy for reducing future disaster losses. Should you have any questions, please contact Melissa Surette at (617) 956-7559 or [Melissa.Surette@fema.dhs.gov](mailto:Melissa.Surette@fema.dhs.gov).

Sincerely,

Captain W. Russ Webster, USCG (Ret.), CEM  
Regional Administrator  
FEMA Region I

WRW:ms

cc: Sarah White, State Hazard Mitigation Officer, MEMA  
Jeffrey Zukowski, Hazard Mitigation Planner, MEMA  
Beth Dubrawski, Hazard Mitigation Contract Specialist, MEMA

[SHELBURNE LETTERHEAD]

**CERTIFICATE OF ADOPTION**  
**Town of Shelburne, MASSACHUSETTS**  
**SELECT BOARD**  
**A RESOLUTION ADOPTING THE Town of Shelburne**  
**HAZARD MITIGATION PLAN**

WHEREAS, the Town of Shelburne established a Committee to prepare the 2020 Hazard Mitigation plan; and

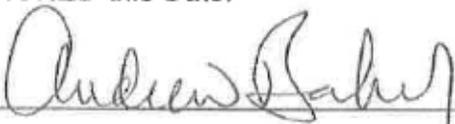
WHEREAS, the Town of Shelburne Hazard Mitigation Plan contains several potential future projects to mitigate potential impacts from natural hazards in the Town of Shelburne, and

WHEREAS, a duly-noticed public meeting was held by the SELECT BOARD on January 4, 2021, and

WHEREAS, the Town of Shelburne authorizes responsible departments and/or agencies to execute their responsibilities demonstrated in the plan, and

NOW, THEREFORE BE IT RESOLVED that the Town of Shelburne SELECT BOARD adopts the 2020 Hazard Mitigation Plan, in accordance with M.G.L. Ch. 40.

ADOPTED AND SIGNED this Date.

Andrew Baker 

Robert Manners \_\_\_\_\_

Margaret Payne 

## Acknowledgements

### Shelburne Multi-Hazard Mitigation Plan Update Committee

Chris Myers, Shelburne Emergency Management Director

Terry Narkewicz, Shelburne Town Administrator

Herb Guyette, Shelburne Falls Fire District Fire Chief, Buckland Emergency Management Director

Mark Shippe, Highway Superintendent

Rebekah McDermott, Shelburne Falls Fire District Water Superintendent

John E. Taylor, Shelburne Fire Chief

Timothy Budrewicz, Shelburne Police

Greg Bardwell, Shelburne Police

John Wheeler, Shelburne Planning Board

Deborah V. Coutinho, Board of Health

Donna Liebl, Shelburne Senior Center

Cynthia Boettner, Resident of Shelburne

Whit Sanford, Greater Shelburne Falls Area Business Association

### Franklin Regional Council of Governments

Peggy Sloan, Director of Planning & Development

Kimberly Noake MacPhee, P.G., CFM, Land Use & Natural Resources Program Manager

Alyssa Larose, Senior Land Use & Natural Resources Planner

Helena Farrell, Land Use & Natural Resources Planner

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Ryan Clary, Senior GIS Specialist

*The Shelburne Select Board offers thanks to the Massachusetts Emergency Management Agency (MEMA) for developing the 2018 Massachusetts Hazard Mitigation and Climate Adaptation Plan, which served as a template and important resource for the development of the 2020 Shelburne Multi-Hazard Mitigation Plan.*

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# 1: PLANNING PROCESS

## INTRODUCTION

The Federal Emergency Management Agency (FEMA) and the Massachusetts Emergency Management Agency (MEMA) define Hazard Mitigation as any sustained action taken to reduce or eliminate long-term risk to people and property from natural hazards such as flooding, storms, high winds, hurricanes, wildfires, earthquakes, etc. Mitigation efforts undertaken by communities will help to minimize damages to buildings and infrastructure, such as water supplies, sewers, and utility transmission lines, as well as natural, cultural and historic resources.

Planning efforts, like the one undertaken by the Town of Shelburne, make mitigation a proactive process. Pre-disaster planning emphasizes actions that can be taken before a natural disaster occurs. Future property damage and loss of life can be reduced or prevented by a mitigation program that addresses the unique geography, demography, economy, and land use of a community within the context of each of the specific potential natural hazards that may threaten a community.

Preparing, and updating a hazard mitigation plan every five years, can save the community money and facilitate post-disaster funding. Costly repairs or replacement of buildings and infrastructure, as well as the high cost of providing emergency services and rescue/recovery operations, can be avoided or significantly lessened if a community implements the mitigation measures detailed in the plan.

FEMA requires that a community adopt a pre-disaster mitigation plan as a condition for mitigation funding. For example, the Hazard Mitigation Grant Program (HMGP), the Flood Mitigation Assistance Program (FMA), and the Pre-Disaster Mitigation Program are programs with this requirement.

## HAZARD MITIGATION COMMITTEE

Updating the Town of Shelburne's Hazard Mitigation plan involved a committee comprised of the following members:

- Chris Myers, Shelburne Emergency Management Director
- Herb Guyette, Shelburne Falls Fire District Fire Chief, Buckland Emergency Management Director

- Mark Shippe, Highway Superintendent
- Rebekah McDermott, Shelburne Falls Fire District Water Superintendent
- John E. Taylor, Shelburne Fire Chief
- Timothy Budrewicz, Shelburne Police
- Greg Bardwell, Shelburne Police
- John Wheeler, Shelburne Planning Board
- Deborah V. Coutinho, Emergency Management Assistant
- Donna Liebl, Shelburne Senior Center
- Cynthia Boettner, Resident of Shelburne
- Whit Sanford, Greater Shelburne Falls Area Business Association

The Hazard Mitigation Planning process update for the Town included the following tasks:

- Reviewing and incorporating existing plans and other information including changes in development in the years since the Town's previous Hazard Mitigation planning process
- Updating the natural hazards that may impact the community from the previous plan
- Conducting a Vulnerability/Risk Assessment to identify the infrastructure and populations at the highest risk for being damaged by the identified natural hazards, particularly flooding
- Identifying and assessing the policies, programs, and regulations the community is currently implementing to protect against future disaster damages
- Identifying deficiencies in the current Hazard Mitigation strategies and establishing goals for updating, revising or adopting new strategies
- Adopting and implementing the final updated Hazard Mitigation Plan

The key product of this Hazard Mitigation Plan Update process is the development of an Action Plan with a Prioritized Implementation Schedule.

## **Meetings**

Meetings of the Hazard Mitigation Committee were held on the dates listed below. Agendas for these meetings are included in Appendix B. All meetings followed Massachusetts Open Meeting Law and were open to the public.

### *March 27, 2019*

Planning kick-off meeting to review project goals and timeframe, review climate change impacts affecting Shelburne, and discuss hazard events that impacted Shelburne since the last Hazard Mitigation planning process.

*April 24, 2019*

Public meeting to review the hazards and climate change stressors and to complete the hazard risk vulnerability assessment table. (See Appendix B for the meeting presentation).

*June 5, 2019*

Committee meeting to review the results of the hazard risk assessment, and the first draft of Section 2: Local Profile and Planning Context and Section 3: Hazard Identification and Risk Assessment.

*July 24, 2019*

Committee meeting to review the second draft of Section 2: Local Profile and Planning Context and Section 3: Hazard Identification and Risk Assessment.

*October 2, 2019*

Committee meeting to review revisions to Section 3, and to review the first draft of Table 4-1: Existing Mitigation Strategies.

*January 22, 2020*

Committee meeting to review the first draft of Table 4-3: Shelburne Hazard Mitigation Prioritized Action Plan.

*September 14, 2020*

Public forum to review the final draft plan and prioritize the action items. The forum was followed by a two-week public review period. Comments and input from the forum and comment period were integrated into the final plan.

Agendas and sign-in sheets for each meeting can be found in Appendix A. While not all members of the Hazard Mitigation Committee were able to attend each meeting, all members collaborated on the plan and were updated on progress by the Emergency Management Director after meetings occurred.

## **PARTICIPATION BY STAKEHOLDERS**

A variety of stakeholders were provided with an opportunity to be involved in the update of the Shelburne Hazard Mitigation Plan. The different categories of stakeholders that were involved, and the engagement activities that occurred, are described below.

## **Local and Regional Agencies Involved in Hazard Mitigation Activities**

The Franklin Regional Council of Governments (FRCOG), the regional planning agency for Shelburne and all 26 towns in Franklin County, regularly engages with the Town of Shelburne as part of its regional planning efforts, which include the following:

- Developing the Sustainable Franklin County Plan, which advocates for sustainable land use throughout the region and consideration of the impact of flooding and other natural hazards on development.
- Developing and implementing the Franklin County Comprehensive Economic Development Strategy, which includes goals and strategies to build the region's economic resilience.
- Developing the Franklin County Regional Transportation Plan, which includes a focus on sustainability and climate resilience, and implementing the Franklin County Transportation Improvement Program to complete transportation improvements in our region.
- FRCOG Emergency Preparedness Program staff work with four regional committees: the Mohawk Area Public Health Coalition, the Franklin County Regional Emergency Planning Committee, the Franklin County Emergency Communications System Oversight Committee, and the Western Mass. Health and Medical Coordinating Coalition. Working with these committees and with local governments, the FRCOG works to provide integrated planning and technical assistance to improve and enhance our communities' ability to prepare for, respond to, and recover from natural and man-made disasters.

All of these FRCOG initiatives consider the impact of natural hazards on the region and strategies for reducing their impact to people and property through hazard mitigation activities. The facilitation of the Shelburne Hazard Mitigation Plan by FRCOG ensured that information from these plans and initiatives were incorporated into the Hazard Mitigation Planning process.

## **Agencies that Have the Authority to Regulate Development**

The Shelburne Planning Board is the primary Town agency responsible for regulating development in town. Feedback to the Planning Board was ensured through the participation of a planning board member on the Hazard Mitigation Committee. In addition, the Franklin Regional Council of Governments, as a regional planning authority, works with all agencies that

regulate development in Shelburne, including the municipal entities listed above and state agencies, such as the Department of Conservation and Recreation and MassDOT. This regular involvement ensured that during the development of the Shelburne Hazard Mitigation Plan, the operational policies and any mitigation strategies or identified hazards from these entities were incorporated into the Hazard Mitigation Plan.

### **Participation by the Public, Businesses, and Neighboring Communities**

The plan update and public meetings were advertised on the Town website, and were posted at the Town Hall and at other designated public notice buildings. A copy of the draft plan was available to the public on the Town website at <https://www.townofshelburne.com/>. A public forum was held on September 14, 2020 and provided an opportunity for the public and other stakeholders to provide input on the mitigation strategies and to prioritize action items. Stakeholder letters were sent to Town boards, committees, and departments, and to all neighboring communities, inviting them to the public forum and to review the plan and provide comments. The public forum and subsequent comment period was advertised via a press release in the Greenfield Recorder and on the Town website. The final public Comment Period was held from September 14 through September 30, 2020 (See Appendix A, Public Participation Process, for copies of all press releases and stakeholder letters mailed to solicit comments on the draft Plan). Comments were reviewed by the Committee and incorporated into the final plan as appropriate.

The Committee and FRCOG staff reviewed and incorporated the following existing plans, studies, reports and technical information, which are cited in footnotes throughout this plan:

- Shelburne Comprehensive Emergency Management Plan (CEMP)
- 2014 Shelburne Open Space and Recreation Plan
- 2018 Massachusetts State Hazard Mitigation and Climate Adaptation Plan
- Resilient MA Climate Change Clearinghouse for the Commonwealth
- Additional data sources cited in footnotes throughout this Plan

## 2: LOCAL PROFILE AND PLANNING CONTEXT

### COMMUNITY SETTING

Shelburne is situated along the Deerfield River in the western part of Franklin County. As with many other Franklin County towns, the proximity of the river played a major role in Shelburne's development. The town is strongly linked with the neighboring town of Buckland through the shared village of Shelburne Falls, which straddles the river between the two towns.

Shelburne Falls was once known as 'Salmon Falls' and was an important Native American fishing ground prior to European settlement of the area in the mid-1700s. The falls were an attraction to the Indians and early inhabitants as a supply of fresh salmon. The 64-foot falls prevented the fish from traveling further upstream. The falls later provided an excellent power source, allowing the village to develop into a major manufacturing center during the mid-1800s. While most settlers established farms in the outlying regions of Buckland and Shelburne, Shelburne Falls continued to be the site of the most productive salmon fishing in Massachusetts until the early 1800s.

Permanent settlement of the town began in the Shelburne Falls area around 1760. The town was incorporated in 1768. During the Federal period, there was an increase in use of the river for sawmills and gristmills, but farming remained dominant.

In the early industrial period, the town saw a dramatic increase in manufacturing, especially with the expansion and success of the Lamson & Goodnow Company. Most industrial building was done on the Buckland side of the river, as the Shelburne side was pretty well built out by the time that major industry began to spring up. The location of the railroad on the Buckland side of the river was also a factor in the location of industry.

The Great Depression and rise of the automobile are seen as factors in the decline in industry in Shelburne Falls and the subsequent decline in the growth and development of the adjacent residential village. Overall, the loss of manufacturing jobs in the region led to a drop in population and stagnation in the development of the village. Most residents now commute elsewhere to work, though a growth in tourism has created new employment opportunities in the service industries. Support for arts and culture attracts artists and craftspeople to live and work in the area, recognized in 2012 when the Village of Shelburne Falls was designated as a Cultural District by the Massachusetts Cultural Council and received the Creative Community Award. Today, the village center hosts a range of vibrant businesses on both the Shelburne and

Buckland sides of the river.

### **Population Characteristics**

Shelburne experienced modest growth during the end of the 20<sup>th</sup> Century, although between 2000 and 2010 the town's population declined. From 1970 to 2000, the population of Shelburne grew modestly, with the largest increase (9%) occurring between 1970 and 1980. From 2000 to 2010, the population in town declined from 2,058 to 1,893, a change of -8%.<sup>1</sup> This decline is larger than the overall population change in the county, which declined by 0.2% from 2000 to 2010. The decline in population during this period may be linked to a dramatic decline in manufacturing jobs in town during the preceding decade. From 1990 to 2001, Shelburne's manufacturing businesses reduced their number of employees by 60%. As of 2017, Shelburne's population is estimated to be 1,935 (a 2% increase since 2010).<sup>2</sup>

Tourism is becoming a dominant driver of the town's economy. It is unclear at this time how the changing local economy will impact the town's population in the future. As baby boomers age, Shelburne may become an attractive location for retirees wishing to live in a scenic setting that also offers a wide array of cultural and recreational opportunities. New industries that are less tied to specific locations may find Shelburne an attractive location that offers a high quality of life to its employees. If recreational tourism related to the Deerfield River and other natural and cultural amenities in the region grows, the increased influx of tourists could lead to demand for more businesses in town that support tourism.

### **Environmental Justice Populations**

The State of Massachusetts defines an environmental justice community if any of the following conditions are met:

- Block group whose annual median household income is equal to or less than 65 percent of the statewide median (\$62,072 in 2010); or
- 25% or more of the residents identifying as minority; or
- 25% or more of households having no one over the age of 14 who speaks English only or very well - Limited English Proficiency (LEP)

According to these criteria, the Town of Shelburne does not currently have any environmental

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<sup>1</sup> U.S. Census Bureau, 2000 and 2010 Decennial Census.

<sup>2</sup> U.S. Census Bureau 2013-2017 American Community Survey 5-Year Estimates.

justice populations based on race, income, or language proficiency. Although Shelburne does not have Census block groups meeting the above conditions, information on vulnerable populations in Shelburne who may be impacted by hazards to a greater degree than the general population is included in Section 3: Hazard Identification and Risk Assessment. For example, more elderly residents have settled in Shelburne in recent years, and some may not own or drive a car, and may lack sufficient social support to ensure their care and safety during emergencies. The town also lacks an adequate amount of elderly housing options.

### **Current Development Trends**

Settlement is clustered in the Shelburne Falls area of town, which boasts a thriving commercial district. There is also commercial development along the Route 2 corridor. The majority of the town is rural, with sparse development.

According to data collected for new residential building permits issued in Shelburne, 8 permits for new single family homes, 2 permits to convert a single family home to a two-family home, and 2 permits for accessory dwelling units, were issued between 2010 and 2018, for a total of 12 new residential units.<sup>3</sup> Some new commercial development has occurred in the last 15 years, including Ashfield Stone on Main Street, the new Greenfield Cooperative Bank building on Bridge Street, the Arrowhead Shops and Mohawk Diner on Route 2, the Hager's Farm Market on Route 2, and a new woodworking shop on Route 112.

Between 1971 and 1999, one of the more significant land use changes in Shelburne was the loss of cropland, pasture, and forest, and the increase in the number of acres in abandoned fields, orchards, and large-lot residential development (greater than ½ acre). Based on MassGIS Land Use Data, 112 acres of roadside forest, 43 acres of cropland, 49 acres of pasture, and 11 acres of abandoned fields were converted into 215 acres of large-lot residential development, primarily along the following roads:

- Wilson Graves Road
- Little Mohawk and Old Village Roads
- Route 2 in eastern Shelburne
- Old Greenfield Road
- Zera Fiske Road
- South Shelburne Road
- Lucy Fiske Road

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<sup>3</sup> Franklin County Cooperative Inspection Service, 2019.

- Taylor Road

Due to a change in technology and in methodology, the most recent MassGIS Land Use Data from 2016 cannot be accurately compared to previous data sets. In 2005, roughly 533 acres in town (3.6% of the total acreage) was categorized as low to very low density residential use. Approximately 86 acres (0.6% of town) was categorized as medium (1/4-1/2 acre lot) to high (less than ¼ acre lot) density or multifamily residential use. Approximately 2,473 acres were in agricultural use (16.5% of town), 68 acres (0.5%) were categorized as commercial use, and 5 acres (0.03%) were in industrial use. The majority of the town is forested (10,713 acres, or 72%).

The small amount of development that has occurred in or adjacent to hazard prone areas in Shelburne since the previously approved plan is not expected to increase the Town's overall vulnerability to flooding or other hazards. To assess and update the community's vulnerability to hazard events, the Committee completed an exercise to discuss the results of the Risk Assessment (see Section 3) and used the results to update the Overall Hazard Vulnerability Rating for each hazard. The ranking is qualitative and is based, in part, on local knowledge of past experiences with each type of hazard, the anticipated probability of occurrence, severity of impacts, and area of occurrence for each hazard given historical and climate change data, and a discussion of the type and location of current development trends and new development in Town, and other local knowledge.

### **National Flood Insurance Program Status**

Shelburne is a participating member of the National Flood Insurance Program. Currently there are 11 flood insurance policies in effect in Shelburne, for a total insurance value of \$2,948,700. One loss has been paid in the amount of \$15,644. There are no repetitive loss properties in Shelburne. Shelburne's floodplain map is from 1980.

As discussed in Section 3: Hazard Identification and Risk Assessment, current development in the floodplain includes approximately 8 acres of land used for residential purposes, 3.4 acres of commercial land, and less than a half-acre of industrial and public/institutional land. The majority of the 333 acres of land in the floodplain is forest and falls within the Rural Residential/Agricultural (R/A) zoning district. A portion of the floodplain for Allen Brook falls within the Commercial zoning district along Route 2. Additionally, part of the floodplain for the Deerfield River falls within the Village Residential, Village Commercial, and Industrial zoning districts located in Shelburne Falls. Further GIS analysis beyond the scope of the current project would be necessary to determine the exact number of developable acres in and along the

floodplain.

Shelburne regulates development within the 100-year floodplain through its Zoning Bylaws. For all proposed development within the floodplain, the Flood Plain District bylaw (Section 8.0 of the Zoning Bylaw) requires certification by a registered professional engineer or architect that demonstrated the project will not result in any increase in flood levels during a 100-year flood event. Any new development that does occur within the floodplain needs to comply with the State Building Code section concerning “Flood Resistant Construction,” as well as other State regulations as outlined in the bylaw.

### **Roads and Highways**

The principal arteries running through Franklin County are Interstate 91, running north/south, and Route 2, running east/west. Interstate 91 is most closely accessible from Greenfield. Route 2 bisects Shelburne. Route 112 runs north/south along the town’s northwest border and is an important route for tourists, particularly those traveling to Vermont for winter activities.

About 10 miles (17 percent) of Shelburne’s roads are gravel. The town has a total of 58 miles of State and Town maintained roads.<sup>4</sup>

### **Rail**

Although railroad tracks cross through the southwestern end of town, Shelburne has no rail service. In 1896, a Victorian iron truss bridge across the Deerfield River was constructed, and in 1908, a concrete trolley bridge (now the Bridge of Flowers) connecting Shelburne and Buckland was constructed. The 400-foot trolley bridge spans the Deerfield River in Shelburne Falls and was built by the Shelburne Falls and Colrain Street Railway. The trolley served Buckland, Shelburne and Colrain workers and students with a physical link to the Boston & Maine and New York, New Haven & Hartford railroads at their station on the Buckland side of the Deerfield River.

Freight rail service on the Buckland side of Shelburne Falls is owned by Pan Am Southern.

### **Public Transportation**

Shelburne is a member of the Franklin Regional Transit Authority (FRTA), which provides fixed route bus service to the Shelburne side of Shelburne Falls four times daily on weekdays. The

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<sup>4</sup> Massachusetts Department of Transportation, 2017 Road Inventory File.

FRTA also has weekly demand response door-to-door transit service for seniors and the disabled for a small fee.

### **Public Drinking Water Supply**

The Department of Environmental Protection identifies seven public water supply systems in the Town of Shelburne, three of which are community systems.

The Shelburne Falls Fire District is served by two active wells and an emergency supply in the Fox Brook Reservoir, each located in Colrain. The district provides water to 2,200 customers in the village of Shelburne Falls on both sides of the river with a water main on The Bridge of Flowers extending service into Buckland. The District's permit currently allows them to withdraw 310,000 gallons daily and is able to meet demand. In 2009, approximately half of the water consumed was by Buckland residents and businesses and half by Shelburne's. Other areas in the town are served by private wells.

One of the issues facing the Shelburne Falls Fire District (SFFD) is the protection of the water source. Development can impact water quantity and quality. Future growth can affect the drinking water resources available for use. Threats to groundwater include agricultural runoff, salt storage residue, road salting, contaminated runoff from paved surfaces, failing septic systems, leaking underground storage tanks (UST), abandoned unlined landfills, and chemical contamination from business and industry. The SFFD is presently working with the Colrain Planning Board to identify and protect the recharge area for the wells located near the North River on Call Road utilizing Wellhead Protection Zoning. This collaborative process between the district and the Town of Colrain began in 2019 and is ongoing. The SFFD owns its entire Zone I recharge area (a 400 ft. radius around Well 02G), except for a small portion across the North River on the west bank that is farmed for popcorn. The SFFD considers this crop field to be a low hazard as it is organically grown and harvested.

Another issue facing the Fire District is vulnerability of the well field and the water main over the Bridge of Flowers. The well field, located next to the North River in Colrain, flooded during Tropical Storm Irene in 2011, and the District lost power for 3 days. The Fire District received a Hazard Mitigation grant in 2013 to move the electrical controls to a new building out of the flood plain. The project was completed in 2018. During Tropical Storm Irene, water levels in the Deerfield River reached the deck of The Bridge of Flowers, which threatened the water main attached under the bridge, placing Buckland's water supply at risk. Infrastructural repairs and reinforcement may be needed for the Bridge. Possible temporary or permanent backup connections could also be explored for the Iron Bridge or the Route 2 Bridge. A Cost/Benefit

Analysis is needed to better understand backup water supply options.

The Fox Brook Reservoir in Colrain serves as an emergency back-up water supply, and there are also two 500,000 gallon water tanks that store approximately 6 days of back-up supply. The district also has a backup propane generator allowing it to pump 130,000 gallons/day for up to one week. The 2010 Buckland Open Space and Recreation Plan recommends that the towns of Buckland and Shelburne work to identify any aquifers and potential water supply sources within their own town boundaries to ensure protection of the local water supply. The Fire District is exploring locating a water source on the Buckland side of the Deerfield River, which would provide additional resiliency for Buckland in the event that the water main over the Bridge of Flowers is compromised. It would also provide additional backup water supplies for Shelburne in the event that the wells in Colrain are compromised.

### **Sewer Service**

The Shelburne Falls Wastewater District provides municipal sewage treatment to the village of Shelburne Falls. The plant has a total design capacity to treat .25 million gallons of wastewater per day, and currently treats roughly .17 million gallons per day (approximately 70 percent of design capacity over a five year period from 2014-2018). The district is focusing its efforts on reducing inflow and infiltration to lower the number of gallons of groundwater and stormwater treated by the plant. Groundwater infiltrates through cracks in the pipes, adding significantly to the amount of fluids the plant must treat. The amount of flow processed by the treatment plant annually is directly proportional to the amount of precipitation (snow and rain) in a year. For example, in 2017 and 2018, the plant operated at 79% and 97% of design capacity, respectively, due to high amounts of precipitation during those years. In contrast, in 2015 and 2016, the plant operated at 54% and 56% of design capacity, due to average or lower than average precipitation in those years. The collection system is over 100 years old. The Town of Shelburne has applied for and received grants over the last 20 years to replace deteriorating pipes with new piping that will reduce the amount of infiltration into the system. According to the Superintendent, the treatment plant and pump station are situated in a way that protects them from riverine flooding. The facilities, however, are vulnerable to a Harriman Dam failure. Other areas of Shelburne are serviced by private septic systems.

## **NATURAL RESOURCES**

Shelburne's topography consists of steep hills, high elevation plateaus and open fields. The

Deerfield River forms the town's western boundary. The town is approximately 24 square miles and its highest point is Massaemett Mountain, at 1,588 feet. The prime farmland soils in the central and eastern thirds of the town have contributed to its economy throughout its history. Roughly 72% of town is forested. Large blocks of contiguous forestland such as those in Shelburne are important resources for several reasons. Large blocks of forest provide clean water, air, and healthy wildlife populations. They represent an area with a low degree of fragmentation that can support wildlife species that require a certain amount of deep forest cover separate from people's daily activities. Forests help mitigate flooding by slowing and absorbing stormwater, and are critical in mitigating future climate change through sequestering and storing carbon.

Shelburne lies in the Deerfield River Watershed, a sub-basin of the larger Connecticut River Watershed. Two sub-watersheds of the Deerfield River, the Green and North river sub-watersheds,<sup>5</sup> are located in the eastern and western portions of town. Shelburne has about 382 acres covered by wetlands, which are fed by nearby brooks and rivers.<sup>6</sup> Wetlands are essential for promoting water quality and biodiversity of both plant and animal species. The town also has a fairly substantial amount of open water within its borders (approximately 162 acres). The rivers and wetlands in Shelburne are buffered in accordance with the Massachusetts Wetlands Protection Act and the Massachusetts Rivers Protection Act. The Connecticut, Green and Deerfield rivers are supportive of recreational use.

There are a number of other surface water resources in Shelburne, including the Dragon, Great, Hawkes, Sluice and Shingle brooks. Beneath Shelburne Falls is a layer of water-bearing sand called an aquifer. According to the United State Geological Survey (USGS), this aquifer is one of the six high yield aquifers in the watershed, including those in Greenfield and Deerfield.

### **Cultural and Historic Resources**

Historic properties and cultural resources can be important economic assets, often increasing property values and attracting businesses and tourists to a community. While preservation of historic and cultural assets can require funding, it can also stimulate economic development and revitalization. Hazard mitigation planning can help forecast and plan for the protection of historic properties and cultural resources.

Cultural and historic resources help define the character of a community and reflect its past.

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<sup>5</sup> A sub-watershed indicates rivers or streams that flow into larger bodies of water, in this case, the Connecticut River.

<sup>6</sup> 2005 MassGIS Land Use Data.

These resources may be vulnerable to natural hazards due to their location in a potential hazard area, such as a river corridor, or because of old or unstable structures. The 2018 Shelburne Comprehensive Emergency Management (CEM) Plan identifies cultural resources in Shelburne, some of which contain historic documents and cultural artifacts (Table 2-1).

**Table 2-1: 2018 Shelburne CEM Plan Cultural Resources**

Resource Name	Resource Location	Resource Type
Arms Cemetery	North Mechanic Street	Cemetery
Arms Library/ Pratt Memorial Library	1 Main Street	Historical building; Library
Bridge of Flowers	Off Water Street	Historical structure
Center Cemetery	60-72 Shelburne Center Road	Cemetery
First Congregational Church of Shelburne	22 Common Road	Historical building; Historical landscape
Hill Cemetery	Old Village Road	Cemetery
Mount Massamet Fire Tower	Tower Road	Communications; Historic structure
Shelburne Falls Historic District	Shelburne Falls	Historical building
Shelburne Free Public Library	233 Shelburne Center Road	Historical building; Library
Shelburne Historical Society/ Arms Academy	33 Severance Street	Archives; Historical building; Library; Museum, artifacts
Masonic Lodge	7 Main Street	Historical building
Skinner Cemetery	1207 Mohawk Trail	Cemetery
South Cemetery	South Shelburne Road	Cemetery
Town Hall/ Memorial Hall/ Police Station	51 Bridge Street	Archives; Historical building; Public event space
Trinity Church	17 Severance Street	Historical building
Iron Bridge	Bridge Street	Historical structure

Resource Name	Resource Location	Resource Type
Bardwells Ferry Bridge	Bardwells Ferry Road	Historical structure

Source: 2018 Shelburne CEM Plan.

There are two sites located within Shelburne that are on the National Register of Historic Places. The Hill Cemetery and Parson Hubbard House Historic District includes 47 acres, 2 buildings and 1 structure. The Shelburne Falls Historic District is located in both Buckland and Shelburne. The majority of the district is on the Shelburne side of the Deerfield River, encompassing the entire village between Route 2 and the river and the Arms Cemetery. The district includes 367 buildings, 3 sites, 4 structures, and one object of historic significance. This designation does not provide any protective measures for the historic resources but designated sites may qualify for federal and state funding if damaged during a natural or manmade hazard.

Flooding of the Deerfield River during Tropical Storm Irene on August 27 and 28, 2011 caused severe damage to a number of structures in Shelburne Falls, including completely washing one structure off its foundation. The Buckland side of the river suffered the most severe damage, with homes and businesses inundated with water along Conway Street and State Street. However, businesses on the Shelburne side were affected too. Shelburne Falls Booksellers, a used- and rare-books store on Deerfield Avenue, bore high-water stains of about 3 feet on its brick façade according to *The Recorder* newspaper, reporting two days after the storm had passed.<sup>7</sup> The Bridge of Flowers, which spans the Deerfield River and is a major tourist attraction in the area, was closed for several days after the storm to assess damage to the structure. Flood waters had reached the deck of the bridge, damaging some of the flowers planted on the top of the bridge and washing away the gravel pathway. The Army Corps of Engineers inspected the bridge after the storm and it was reopened to foot traffic in time for the Labor Day holiday.<sup>8</sup> A more comprehensive study of the Bridge of Flowers is still needed. The Iron Bridge, which also spans the Deerfield River, had to be closed after Tropical Storm Irene to be assessed for damage and structural integrity. The bridge was reopened to automobile traffic, but the weight limit has been reduced due to damage from the storm.

**Critical Facilities**

It is important for communities to determine which areas or specific populations in their community may need special attention in times of an emergency. In addition to the infrastructure previously described, these critical facilities are identified on the 2019 Critical Facilities and Infrastructure Map.

<sup>7</sup> “Deerfield River inundates downtown Shelburne Falls,” *The Recorder*, August 30, 2011.

<sup>8</sup> “Flood won’t detour holiday,” *The Recorder*, September 3, 2011.

A community’s critical facilities include important municipal structures (i.e., town hall), emergency service structures (i.e., municipal public safety complex, shelters, and medical centers), and locations of populations that may need special assistance (i.e., nursing homes, day cares, schools, prisons) and major employers or other areas where there is a dense concentration of people. The 2018 Shelburne Comprehensive Emergency Management Plan identifies the following facilities as either public venues, special institutions, critical infrastructure, or shelters:

<b>Facility Name</b>	<b>Facility Type</b>
Town Hall / Memorial Hall	Town Hall, Meeting Hall
Police Station	Public Safety
Village Information Center	Town Building
Shelburne Highway Dept.	DPW Yards/Offices
Cowell Gym	DPW Yards/Offices, Special Facility
Buckland-Shelburne Elementary	School, Special Facility
Mohawk Trail Regional School (Buckland)	School, Regional Shelter
State Police / Shelburne Control	Public Safety
Shelburne Falls Fire Station (Buckland)	Public Safety
Shelburne Fire Station	Public Safety
Shelburne Falls Ambulance (Buckland)	Public Safety
Valley Play School	Daycare
Senior Center	Special Facility
Trinity Church	Special Facility
First Congregational Church	Special Facility
Smith-Kelleher Funeral Home	Mortuary Facilities
Johnson Funeral Home	Mortuary Facilities
Camp Apex (YMCA)	Campgrounds
Fellowship Hall	Meeting Hall
Buckland Shelburne Community Center	Meeting Hall
Vipassana Meditation Center	Public Venue
High Ledges Wildlife Sanctuary	Park
Potholes / Riverfront Overlook	Park
Wilcox Hollow	Park
Highland Village	Elderly Housing
Labelle’s Rest Home	Long Term Care Facility

Source: 2018 Shelburne Comprehensive Emergency Management Plan.

Critical infrastructure in the town include: high hazard dams, the public communications towers on Tower Road (Mount Massamet), Old Albany Road, and Cooper Lane, private communications towers, Water Department and Wastewater Treatment Facility pump stations, the water line located within the Bridge of Flowers that carries drinking water to the Buckland side of Shelburne Falls, and the sewer line running across the Iron Bridge that carries wastewater to the sewage treatment plant in Buckland.

### **Multi-Hazard Emergency Shelters**

The Comprehensive Emergency Management (CEM) Plan for Shelburne was last updated in August 2018 by town officials and the Massachusetts Emergency Management Agency. The document “outlines an emergency management program for planning and response to potential emergency or disaster situations,” which includes emergency shelters to accommodate victims of disaster events. The Shelburne CEM Plan identifies the Mohawk Trail Regional School in Buckland as a regional emergency shelter for Shelburne residents. The Town has a Memorandum of Agreement with the town of Buckland and the school department that allows for use of the gym in the high school. In the spring of 2017, a full-scale shelter drill was conducted at the facility with assistance from the Franklin Regional Council of Governments Emergency Preparedness staff. Establishing a regional shelter plan, agreements, and putting the plan into practice is a major accomplishment since the last Multi-Hazard Mitigation Plan update. However, the school is located in the dam inundation area, so the Town is looking for additional emergency sheltering options with the understanding that the school is vulnerable to flooding from a dam failure.

The Town purchased a mobile back-up generator in 2015 using hazard mitigation grant funds. The mobile generator can be used at Fellowship Hall and Town Hall to provide back-up power. The Town is interested in completing the electrical work necessary to connect the mobile generator to additional public buildings.

The Committee should periodically review the available shelters to determine each shelter’s potential occupancy, accessibility via evacuation routes, susceptibility to hazards (such as floods and high winds), access to back-up utilities, and available supplies. The Town uses Connect-CTY, door-to-door, PA systems, radio, and cable access notification to alert residents of emergency conditions and instructions. The Connect CTY system was obtained around 2008 by the town and is used for both emergency notification and town business information. Continued outreach is needed to encourage residents to sign up for notifications. The Town has a new Town website that will allow information to be posted in real-time. The current Town website cannot be updated in a timely fashion for use in emergencies.



## IMPACTS OF CLIMATE CHANGE

Greater variation and extremes in temperature and weather due to climate change has already begun to impact Shelburne, and must be accounted for in planning for the mitigation of future hazard events. In 2017, the Commonwealth launched the Massachusetts Climate Change Clearinghouse (Resilient MA), an online gateway for policymakers, planners, and the public to identify and access climate data, maps, websites, tools, and documents on climate change adaptation and mitigation. The goal of Resilient MA is to support scientifically sound and cost-effective decision-making, and to enable users to plan and prepare for climate change impacts. Climate projections for Franklin County available through Resilient MA are summarized in this section. Additional information about the data and climate models is available on the resilient MA website: <http://resilientma.org>

Figure 2-1 identifies primary climate change impacts and how they interact with natural hazards assessed in the State Hazard Mitigation and Climate Adaptation Plan. Following is a summary of the three primary impacts of climate change on Franklin County and Shelburne: rising temperatures, changes in precipitation, and extreme weather. How these impacts affect individual hazards is discussed in more detail within Section 3: Hazard Identification and Risk Assessment.

### Rising Temperatures

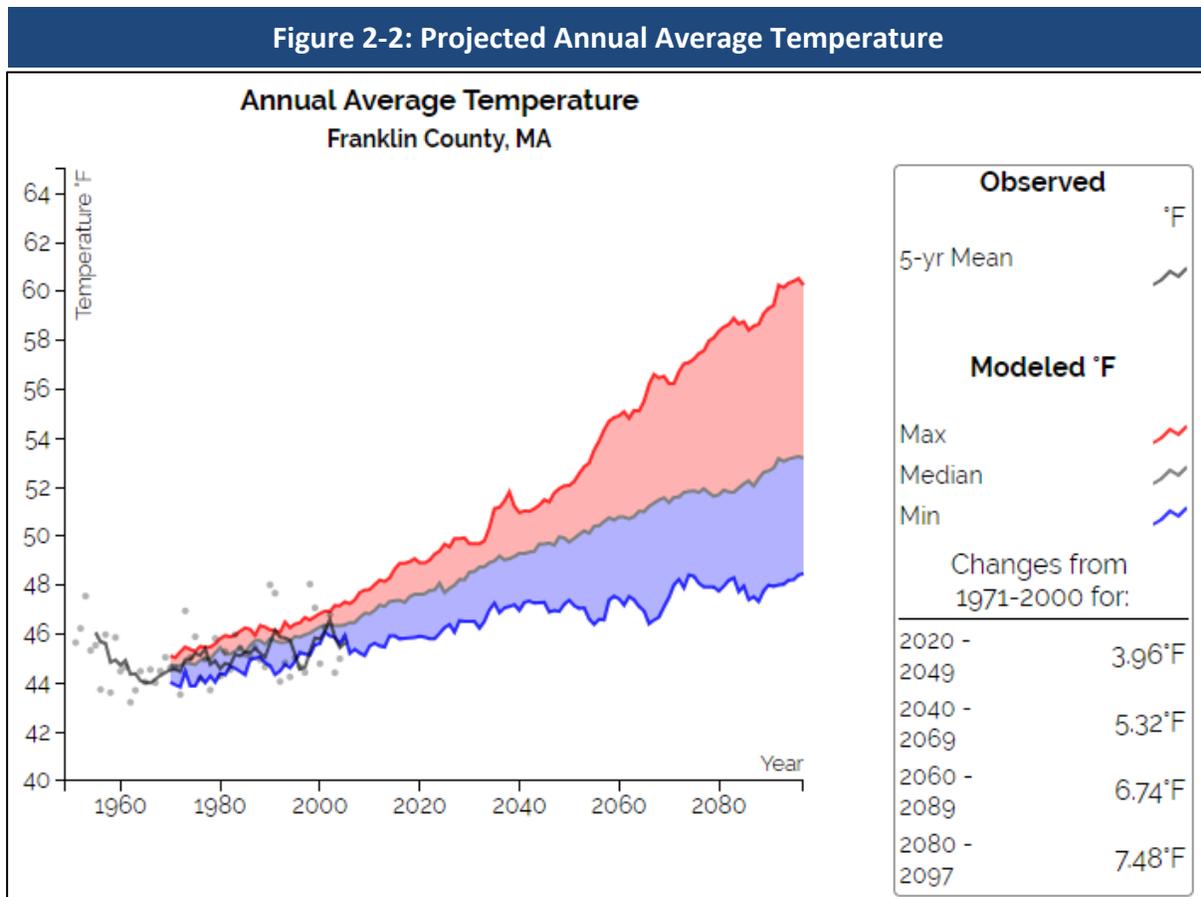
Average global temperatures have risen steadily in the last 50 years, and scientists warn that the trend will continue unless greenhouse gas emissions are significantly reduced. The nine warmest years on record all occurred in the last 20 years (2017, 2016, 2015, 2014, 2013, 2010, 2009, 2005, and 1998), according to the U.S. National Oceanographic and Atmospheric Administration (NOAA).

The average, maximum, and minimum temperatures in Franklin County are likely to increase significantly over the next century (resilient MA, 2018). Figure 2-2 displays the projected increase in annual temperature by mid-century and the end of this century, compared to the observed annual average temperature from 1971-2000. The average annual temperature is projected to increase from 45.3 degrees Fahrenheit (°F) to 50.6°F (5.32°F change) by mid-century, and to 52.8°F (7.48°F change) by the end of this century. The variation in the amount of change in temperature shown in Figure 2-2 is due to projections that assume different amounts of future GHG emissions, with greater change occurring under a higher emissions scenario, and less change occurring under a lower emissions scenario. For example, under a high emission scenario, the annual average temperature by the end of the century could be as high as 60°F.

**Figure 2-1: Climate Change and Natural Hazard Interactions from the Massachusetts State Hazard Mitigation and Climate Adaptation Plan**

Primary Climate Change Interaction	Natural Hazard	Other Climate Change Interactions	Representative Climate Change Impacts
 <p><b>Changes in Precipitation</b></p>	Inland Flooding	Extreme Weather	Flash flooding, urban flooding, drainage system impacts (natural and human-made), lack of groundwater recharge, impacts to drinking water supply, public health impacts from mold and worsened indoor air quality, vector-borne diseases from stagnant water, episodic drought, changes in snow-rain ratios, changes in extent and duration of snow cover, degradation of stream channels and wetland
	Drought	Rising Temperatures, Extreme Weather	
	Landslide	Rising Temperatures, Extreme Weather	
 <p><b>Sea Level Rise</b></p>	Coastal Flooding	Extreme Weather	Increase in tidal and coastal floods, storm surge, coastal erosion, marsh migration, inundation of coastal and marine ecosystems, loss and subsidence of wetlands
	Coastal Erosion	Changes in Precipitation, Extreme Precipitation	
	Tsunami	Rising Temperatures	
 <p><b>Rising Temperatures</b></p>	Average/Extreme Temperatures	N/A	Shifting in seasons (longer summer, early spring, including earlier timing of spring peak flow), increase in length of growing season, increase of invasive species, ecosystem stress, energy brownouts from higher energy demands, more intense heat waves, public health impacts from high heat exposure and poor outdoor air quality, drying of streams and wetlands, eutrophication of lakes and ponds
	Wildfires	Changes in Precipitation	
	Invasive Species	Changes in Precipitation, Extreme Weather	
 <p><b>Extreme Weather</b></p>	Hurricanes/Tropical Storms	Rising Temperatures, Changes in Precipitation	Increase in frequency and intensity of extreme weather events, resulting in greater damage to natural resources, property, and infrastructure, as well as increased potential for loss of life
	Severe Winter Storm / Nor'easter	Rising Temperatures, Changes in Precipitation	
	Tornadoes	Rising Temperatures, Changes in Precipitation	
	Other Severe Weather (Including Strong Wind and Extreme Precipitation)	Rising Temperatures, Changes in Precipitation	
<b>Non-Climate-Influenced Hazards</b>	Earthquake	Not Applicable	There is no established correlation between climate change and this hazard

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

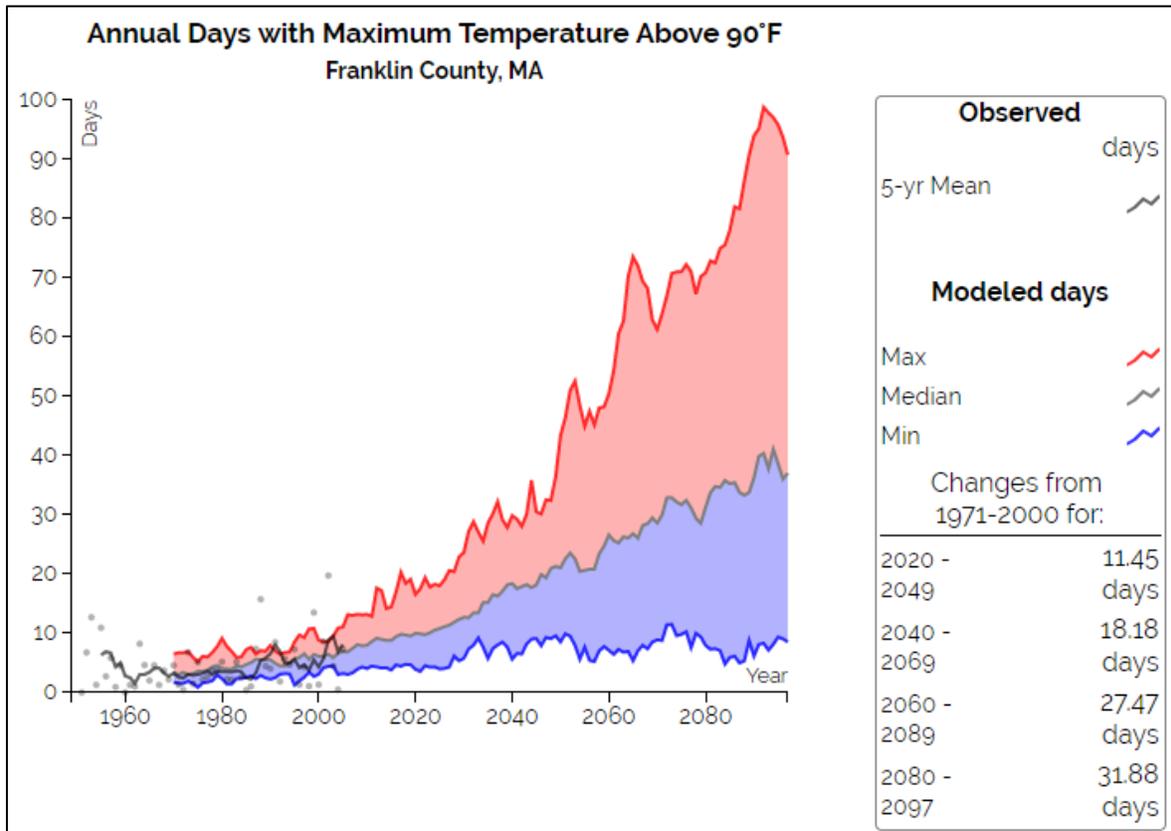


Source: Resilient MA, 2018

Winter temperatures are projected to increase at a greater rate than spring, summer, or fall. Currently Franklin County experiences an average of 169 days per year with a minimum temperature below freezing (32°F). The number of days per year with daily minimum temperatures below freezing is projected to decrease anywhere from 13 to 40 days by the 2050s, and by 15 to as many as 82 days (down to 87 days total) by the 2090s.

Although minimum temperatures are projected to increase at a greater rate than maximum temperatures in all seasons, significant increases in maximum temperatures are anticipated, particularly under a higher GHG emissions scenario. Figure 2-3 displays the projected increase in the number of days per year over 90°F. The number of days per year with daily maximum temperatures over 90°F is projected to increase by 18 days by the 2050s, and by 32 days by the end of the century (for a total of 36 days over 90°F), compared to the average observed range from 1971 to 2000 of 4 days per year. Under a high emissions scenario, however, there could be as many as 100 days with a maximum temperature above 90°F by the end of the century.

Figure 2-3: Projected Annual Days with a Maximum Temperature Above 90°F



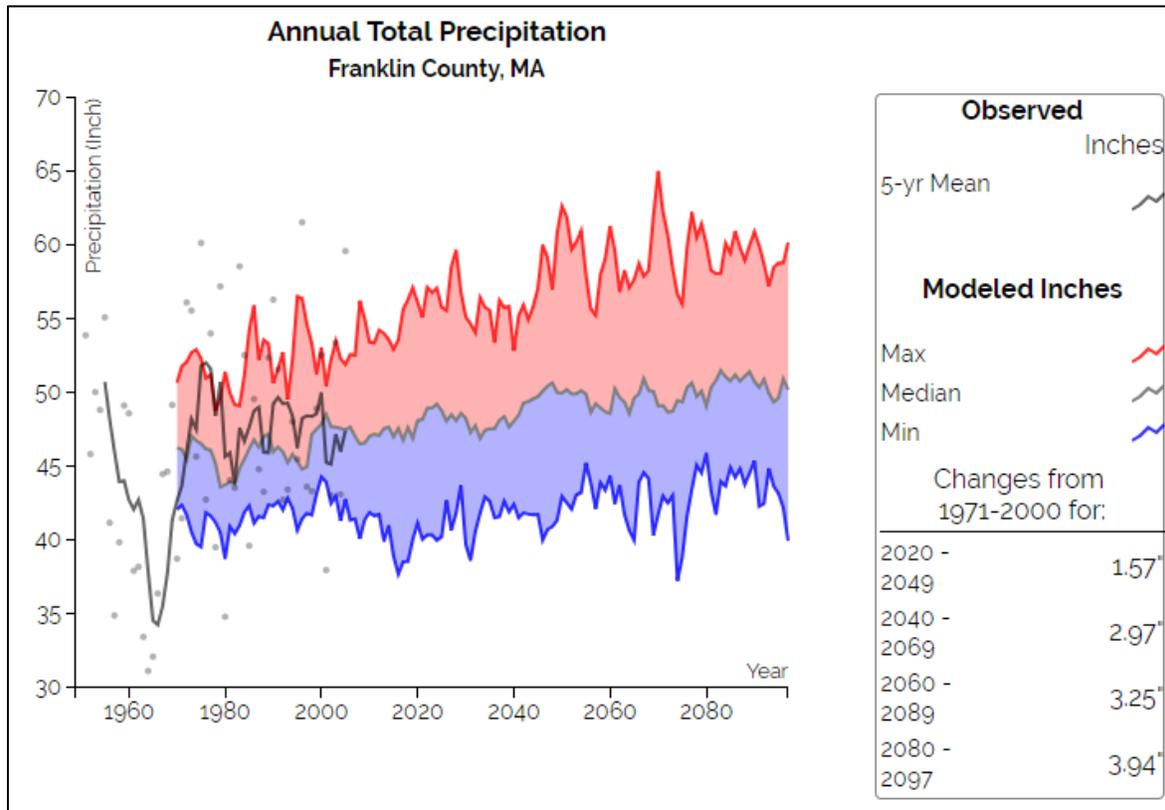
Source: Resilient MA, 2018

### Changes in Precipitation

Changes in the amount, frequency, and timing of precipitation—including both rainfall and snowfall—are occurring across the globe as temperatures rise and other climate patterns shift in response. Precipitation is expected to increase over this century in Franklin County. Total annual precipitation is projected to increase by 3 inches by mid-century, and by 4 inches by the end of this century (see Figure 2-4). This will result in up to 52 inches of rain per year, compared to the 1971-2001 average annual precipitation rate of 48 inches per year in Franklin County. Precipitation during winter and spring is expected to increase, while precipitation during summer and fall is expected to decrease over this century. In general precipitation projections are more uncertain than temperature projections.<sup>9</sup>

<sup>9</sup> <http://resilientma.org/datagrapher/?c=Temp/county/pcpn/ANN/25011/>

Figure 2-4: Projected Annual Total Precipitation (Inches)



Source: Resilient MA, 2018

### Extreme Weather

Climate change is expected to increase extreme weather events across the globe, as well as right here in Massachusetts. There is strong evidence that storms—from heavy downpours and blizzards to tropical cyclones and hurricanes—are becoming more intense and damaging, and can lead to devastating impacts for residents across the state. Climate change leads to extreme weather because of warmer air and ocean temperatures and changing air currents. Warmer air leads to more evaporation from large water bodies and holds more moisture, so when clouds release their precipitation, there is more of it. In addition, changes in atmospheric air currents like jet streams and ocean currents can cause changes in the intensity and duration of stormy weather.

In Franklin County, recent events such as Tropical Storm Irene in 2011, and the February tornado in Conway in 2018, are examples of extreme weather events that are projected to become more frequent occurrences due to climate change. While it is difficult to connect one storm to a changing climate, scientists point to the northeastern United States as one of the regions that is most vulnerable to an increase in extreme weather driven by climate change.

# Hazards and Infrastructure, Shelburne, Massachusetts



- Flood Related**
- Dam
  - 100 YR Flood Plain
  - Harriman Dam, Moore Dam, Millers River Dam Inundation Zone
  - Localized Flooding
- Evacuation Route**
- Alternative
  - Primary
  - Secondary
  - Tertiary
- Infrastructure**
- Radio Tower
  - Public Water Supply
  - Sewage Treatment Plant
  - Chemical Facility
  - Gas Station
  - Transmission Line
  - Rail Line
  - Sewer Line
  - Water Line
- Public Buildings**
- School
  - Library
  - Town Hall
  - Fire Station
  - Police Station
  - DPW
  - Ambulance
- Risk of Failure\* (includes culverts)**
- High
  - Medium
  - Low
  - No Data
- Water Crossings**
- Bridge Ownership**
- MassDOT
  - Municipal
- Major Road
  - Gravel Road
  - Local Road
  - River, Stream
  - Water
  - Town Boundary
  - Building Footprint



0 0.25 0.5 1 Miles

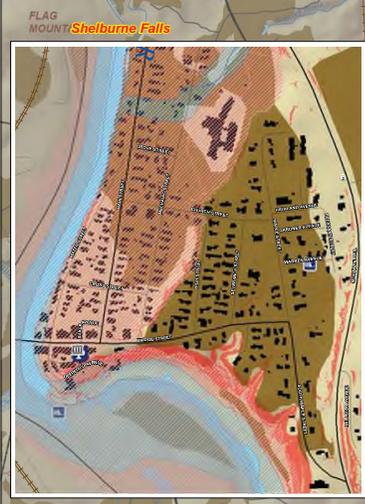
# Environmental Resources, Shelburne, Massachusetts



- Flood Related**
- Dam
  - 100 YR Flood Plain
  - Harriman Dam Inundation Zone
  - Localized Flooding
- Environmental**
- Wetland
  - Slope > 25%
  - Prime Farmland Soils
  - Zone II Water Supply Protection Area
  - Permanently Protected Open Space
- Infrastructure**
- Transmission Line
  - Town Hall
  - Fire Station
  - Police Station
  - Major Road
  - Gravel Road
  - Local Road
  - River, Stream
  - Water
  - Town Boundary
  - Building Footprint



0 0.275 0.55 1.1 Miles



### 3: HAZARD IDENTIFICATION AND RISK ASSESSMENT

The following section includes a summary of disasters that have affected or could affect Shelburne. Historical research, conversations with local officials and emergency management personnel, available hazard mapping and other weather-related databases were used to develop this list.

The Hazard Mitigation Committee referred to the *Massachusetts State Hazard Mitigation and Climate Adaptation Plan* (September 2018) as a starting point for determining the relevant hazards in Shelburne. The table below illustrates a comparison between the relevant hazards in the State plan and in Shelburne’s plan.

Table 3-1: Comparison of hazards in the <i>Massachusetts State Hazard Mitigation and Climate Adaptation Plan</i> and <i>Shelburne Hazard Mitigation Plan</i>	
Massachusetts State Hazard Mitigation and Climate Adaptation Plan (2018)	Town of Shelburne Relevance
 <b>Inland Flooding</b>	YES
 <b>Drought</b>	YES
 <b>Landslide</b>	YES
 <b>Coastal Flooding</b>	NO
 <b>Coastal Erosion</b>	NO

<b>Table 3-1: Comparison of hazards in the <i>Massachusetts State Hazard Mitigation and Climate Adaptation Plan</i> and <i>Shelburne Hazard Mitigation Plan</i></b>	
<b>Massachusetts State Hazard Mitigation and Climate Adaptation Plan (2018)</b>	<b>Town of Shelburne Relevance</b>
 <b>Tsunami</b>	NO
 <b>Average/Extreme Temperatures</b>	YES
 <b>Wildfires</b>	YES
 <b>Invasive Species</b>	YES
 <b>Hurricanes/Tropical Storms</b>	YES
 <b>Severe Winter Storm</b>	YES
 <b>Tornadoes</b>	YES
 <b>Other Severe Weather</b>	YES
 <b>Earthquake</b>	YES

## NATURAL HAZARD RISK ASSESSMENT METHODOLOGY

This chapter examines the hazards in the *Massachusetts State Hazard Mitigation and Climate Adaptation Plan* which are identified as likely to affect Shelburne. The analysis is organized into the following sections: Potential Effects of Climate Change, Hazard Description, Location, Extent, Previous Occurrences, Probability of Future Events, Impact, and Vulnerability. A description of each of these analysis categories is provided below.

### Potential Effects of Climate Change

Climate change acts as a stressor and exacerbates natural hazards and a community's vulnerability to these hazards. The potential effects of climate change on each hazard, except earthquakes, are described to demonstrate the connections between traditional natural hazard analysis and climate change projections. This analysis aligns with three climate change categories (changes in precipitation, rising temperatures and extreme weather) included on the Commonwealth's resilient MA Climate Change Clearinghouse website.<sup>10</sup>

### Hazard Description

The natural hazards identified for Shelburne are: severe winter storms, flooding, tornadoes, dam failure, hurricanes/tropical storms, severe thunderstorms/wind/microbursts, extreme temperatures, earthquakes, landslides, drought, wildfire, and invasive species. Many of these hazards result in similar impacts to a community. For example, hurricanes, tornadoes and severe snowstorms may cause wind-related damage. Man-made hazards including hazardous materials and cyber-security are not included in the risk assessment but are discussed separately at the end of the Hazard Identification and Risk Assessment section.

### Location

Location refers to the geographic areas within the town that are affected by the hazard. Some hazards affect the entire town universally, while others apply to a specific portion of the town, such as a floodplain or area that is susceptible to wild fires. Classifications are based on the area that would potentially be affected by the hazard, on the following scale:

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<sup>10</sup> <http://www.resilientma.org/>

<b>Table 3-2: Location of Occurrence Rating Scale</b>	
<b>Classification</b>	<b>Percentage of Town Impacted</b>
Large	More than 50% of the town affected
Medium	10 to 50% of the town affected
Isolated	Less than 10% of the town affected

**Extent**

Extent describes the strength or magnitude of a hazard. Where appropriate, extent is described using an established scientific scale or measurement system. Other descriptions of extent include water depth, wind speed, and duration.

**Previous Occurrences**

Previous hazard events that have occurred are described. Depending on the nature of the hazard, events listed may have occurred on a local, state-wide, or regional level.

**Probability of Future Events**

The likelihood of a future event for each natural hazard was classified according to the following scale:

<b>Table 3-3: Probability of Occurrence Rating Scale</b>	
<b>Classification</b>	<b>Probability of Future Events</b>
Very High	Events that occur at least once each 1-2 years (50%-100% probability in the next year)
High	Events that occur from once in 2 years to once in 4 years (25%-50% probability in the next year)
Moderate	Events that occur from once in 5 years to once in 50 years (2%-25% probability in the next year)
Low	Events that occur from once in 50 years to once in 100 years (1-2% probability in the next year)
Very Low	Events that occur less frequently than once in 100 years (less than 1% probability in the next year)

**Impact**

Impact refers to the effect that a hazard may have on the people and property in the community, based on the assessment of extent described previously. Impacts are classified according to the following scale:

Table 3-4: Impacts Rating Scale	
Classification	Magnitude of Multiple Impacts
Catastrophic	Multiple deaths and injuries possible. More than 50% of property in affected area damaged or destroyed. Complete shutdown of facilities for 30 days or more.
Critical	Multiple injuries possible. More than 25% of property in affected area damaged or destroyed. Complete shutdown of facilities for more than 1 week.
Limited	Minor injuries only. More than 10% of property in affected area damaged or destroyed. Complete shutdown of facilities for more than 1 day.
Minor	Very few injuries, if any. Only minor property damage and minimal disruption of quality of life. Temporary shutdown of facilities.

**Vulnerability**

Based on the above metrics, a hazard vulnerability rating was determined for each hazard. The hazard vulnerability ratings are based on a scale of 1 through 3 as follows:

- 1 – High risk
- 2 – Medium risk
- 3 – Low risk

Table 3-5 summarizes the work of the Committee to qualitatively categorize and determine the hazard vulnerability (risk to the town) of each hazard. The analysis and hazard vulnerability rating is based, in part, on local knowledge of past experiences with each type of hazard, review of available data, including climate change projections developed by the Commonwealth for Franklin County (resilientMA), and the work of the Committee during the update of this Multi-Hazard Mitigation Plan. The size and impacts of a natural hazard can be unpredictable. However, many of the mitigation strategies currently in place and many of those proposed for implementation can be applied to the expected natural hazards, regardless of their unpredictability.

<b>Table 3-5: Hazard Identification and Risk Analysis</b>				
<b>Type of Hazard</b>	<b>Location of Occurrence</b>	<b>Probability of Future Events</b>	<b>Impact</b>	<b>Overall Hazard Vulnerability Rating</b>
Severe Winter Storms	Large	Very High	Limited	High
Hurricanes / Tropical Storms	Large	Moderate	Catastrophic	High
Severe Thunderstorms / Wind / Microbursts	Large	Very High	Limited	High
Extreme Temperatures	Large	Very High	Limited	High
Invasive Species	Large	Very High	Minor	Medium
Flooding	Medium	Very High	Limited	Medium
Dam Failure	Medium	Very Low	Catastrophic	Medium
Earthquakes	Large	Very Low	Limited	Medium
Drought	Large	High	Minor	Medium
Wildfires	Medium	High	Minor	Medium
Tornadoes	Isolated	Very Low	Catastrophic*	Low
Landslides	Isolated	Low	Limited	Low

\* The Committee determined that the impact of a tornado largely depends on where it is located in the town; in Shelburne Falls, a tornado would be catastrophic; in a remote forested area, the impact would be limited.

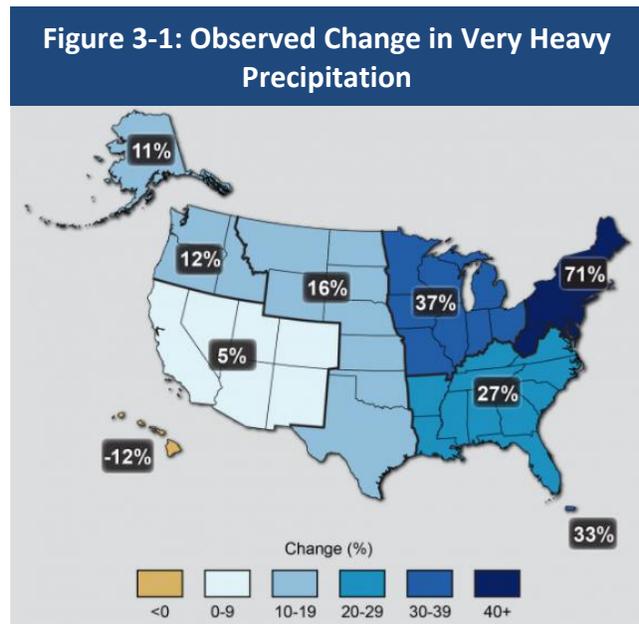
At the end of each hazard subsection on the following pages, the Committee developed problem statements for each hazard to summarize the vulnerability of Shelburne’s structures, systems, populations and other community assets identified as vulnerable to damage and loss from a hazard event. These problem statements were used to identify the Town’s greatest vulnerabilities that will be addressed in the mitigation strategy (Section 4).

## FLOODING

### Potential Effects of Climate Change

In Massachusetts, annual precipitation amounts have increased at a rate of over 1 inch per decade since the late 1800s, and are projected to continue to increase largely due to more intense precipitation events. The Northeast has experienced a greater increase in extreme precipitation events than the rest of the U.S. in the past several decades (Figure 3-1). Although overall precipitation is expected to increase as the climate warms, it will occur more in heavy, short intervals, with a greater potential for dry, drought conditions in between.

Observed annual precipitation in Massachusetts for the last three decades was 47 inches. Total annual precipitation in Massachusetts is expected to increase between 2% to 13% by 2050, or by roughly 1 to 6 inches. In the Deerfield River Watershed, where Shelburne is located, annual precipitation has averaged around 48 inches in recent decades. By 2050, the annual average could remain relatively the same (but occur in more heavy, short intervals) or increase by up to 18 inches a year. In general precipitation projections are more uncertain than temperature projections.<sup>11</sup>



The northeast has seen a greater increase in heavy precipitation events than the rest of the country.  
 Source: updated from Karl et al. 2009, *Global Climate Change Impacts in the United States*.

An increase in stronger storms leads to more flooding and erosion. A shift to winter rains instead of snow will lead to more runoff, flooding, and greater storm damage along with less spring groundwater recharge. More frequent heavy precipitation events also lead to an increased risk for people who live along rivers or in their floodplains. Furthermore, residents who live outside the current flood zone could find themselves within it as the century progresses. Figure 3-2 shows potential effects of climate change on flooding from the Massachusetts State Hazard Mitigation and Climate Adaptation Plan.

<sup>11</sup> <http://resilientma.org>

Figure 3-2: Effects of Climate Change on Flooding		
Potential Effects of Climate Change		
	CHANGES IN PRECIPITATION → MORE INTENSE AND FREQUENT DOWNPOURS	More intense downpours often lead to inland flooding as soils become saturated and stop absorbing more water, river flows rise, and urban stormwater systems become overwhelmed. Flooding may occur as a result of heavy rainfall, snowmelt or coastal flooding associated with high wind and storm surge.
	EXTREME WEATHER → MORE FREQUENT SEVERE STORMS	Climate change is expected to result in an increased frequency of severe storm events. This would directly increase the frequency of flooding events, and could increase the chance that subsequent precipitation will cause flooding if water stages are still elevated.
	CHANGES IN PRECIPITATION → EPISODIC DROUGHTS	Vegetated ground cover has been shown to significantly reduce runoff. If drought causes vegetation to die off, this flood-mitigating capacity is diminished.

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

Nationally, inland flooding causes more damage annually than any other severe weather event (U.S. Climate Resilience Toolkit, 2017). Between 2007 and 2014, the average annual cost of flood damages in Massachusetts was more than \$9.1 million (NOAA, 2014). Flooding is the result of moderate precipitation over several days, intense precipitation over a short period, or melting snowpack (U.S. Climate Resilience Toolkit, 2017). Developed, impervious areas can contribute to and exacerbate flooding by concentrating and channeling stormwater runoff into nearby waterbodies. Increases in precipitation and extreme storm events from climate change are already resulting in increased flooding. Common types of flooding are described in the following subsections.

#### ***Riverine Flooding***

Riverine flooding often occurs after heavy rain. Areas with high slopes and minimal soil cover (such as found in many areas of Shelburne and Franklin County) are particularly susceptible to flash flooding caused by rapid runoff that occurs in heavy precipitation events and in combination with spring snowmelt, which can contribute to riverine flooding. Frozen ground conditions can also contribute to low rainfall infiltration and high runoff events that may result in riverine flooding. Some of the worst riverine flooding in Massachusetts’ history occurred as a result of strong nor’easters and tropical storms in which snowmelt was not a factor. Tropical storms can produce very high rainfall rates and volumes of rain that can generate high runoff when soil infiltration rates are exceeded. Inland flooding in Massachusetts is forecast and classified by the National Weather Service’s (NWS) Northeast River Forecast Center as minor, moderate, or severe based upon the types of impacts that occur. Minor flooding is considered a “nuisance only” degree of flooding that causes impacts such as road closures and flooding of recreational areas and farmland. Moderate flooding can involve land with structures becoming

inundated. Major flooding is a widespread, life-threatening event. River forecasts are made at many locations in the state where there are United States Geological Survey (USGS) river gauges that have established flood elevations and levels corresponding to each of the degrees of flooding.

- Overbank flooding occurs when water in rivers and streams flows into the surrounding floodplain or into “any area of land susceptible to being inundated by floodwaters from any source,” according to FEMA.
- Flash floods are characterized by “rapid and extreme flow of high water into a normally dry area, or a rapid rise in a stream or creek above a predetermined flood level,” according to FEMA.

### ***Fluvial Erosion***

Fluvial erosion is the process in which the river undercuts a bank, usually on the outside bend of a meander, causing sloughing and collapse of the riverbank. Fluvial erosion can also include scouring and down-cutting of the stream bottom, which can be a problem around bridge piers and abutments. In hillier terrain where streams may lack a floodplain, such as in many areas of Shelburne, fluvial erosion may cause more property damage than inundation. Furthermore, fluvial erosion can often occur in areas that are not part of the 100- or 500-year floodplain.

Fluvial erosion hazard (FEH) zones are mapped areas along rivers and streams that are susceptible to bank erosion caused by flash flooding. Any area within a mapped FEH zone is considered susceptible to bank erosion during a single severe flood or after many years of slow channel migration. As noted above, while the areas of the FEH zones often overlap with areas mapped within the 100-year floodplain on Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRMs) or Flood Hazard Boundary Maps (FHBM), the FIRMs or FHBM only show areas that are likely to be inundated by floodwaters that overtop the riverbanks during a severe flood. However, much flood-related property damage and injuries is the result of bank erosion that can undermine roads, bridges, building foundations and other infrastructure. Consequently, FEH zones are sometimes outside of the 100-year floodplain shown on FIRMs or FHBM. FEH zones can be mapped using fluvial geomorphic assessment data as well as historic data on past flood events. Both the FIRMs and FEH maps should be used in concert to understand and avoid both inundation and erosion hazards, respectively.<sup>12</sup> Shelburne currently has mapped FEH zones along the East Branch North River in the northwest section of town.

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<sup>12</sup> *Ammonoosuc River Fluvial Erosion Hazard Map for Littleton, NH*. Field Geology Services, 2010.

***Urban Drainage Flooding***

Urban drainage flooding is caused by increased water runoff due to urban development and drainage systems that are not capable of conveying high flows. Drainage systems are designed to remove surface water from developed areas as quickly as possible to prevent localized flooding on streets and other urban areas. They make use of a closed conveyance system that channels water away from an urban area to surrounding streams, bypassing natural processes of water infiltration into the ground, groundwater storage, and evapotranspiration (plant water uptake and respiration). Since drainage systems reduce the amount of time the surface water takes to reach surrounding streams, flooding can occur more quickly and reach greater depths than if there were no urban development at all. In urban areas, basement, roadway, and infrastructure flooding can result in significant damage due to poor or insufficient stormwater drainage.

***Ground Failures***

Flooding and flood-related erosion can result from various types of ground failures, which include mud floods and mudflows, and to a much lesser degree, subsidence, liquefaction, and fluvial erosion (discussed above).

Mud floods are floods that carry large amounts of sediment, which can at times exceed 50 percent of the mass of the flood, and often occur in drainage channels and adjacent to mountainous areas. Mudflows are a specific type of landslide that contains large amounts of water and can carry debris as large as boulders. Both mudflows and mud floods result from rain falling on exposed terrain, such as terrain impacted by wildfires or logging. Mud floods and mudflows can lead to large sediment deposits in drainage channels. In addition to causing damage, these events can exacerbate subsequent flooding by filling in rivers and streams.

Subsidence is the process where the ground surface is lowered from natural processes, such as consolidation of subsurface materials and movements in the Earth's crust, or from manmade activities, such as mining, inadequate fill after construction activity, and oil or water extraction. When ground subsides, it can lead to flooding by exposing low-lying areas to groundwater, tides, storm surges, and areas with a high likelihood of overbank flooding.

Liquefaction, or when water-laden sediment behaves like a liquid during an earthquake, can result in floods of saturated soil, debris, and water if it occurs on slopes. Floods from liquefaction are especially common near very steep slopes.

***Ice Jam***

An ice jam is an accumulation of ice that acts as a natural dam and restricts the flow of a body

of water. There are two types of ice jams: a freeze-up jam and a breakup jam. A freeze-up jam usually occurs in early winter to midwinter during extremely cold weather when super-cooled water and ice formations extend to nearly the entire depth of the river channel. This type of jam can act as a dam and begin to back up the flowing water behind it. The second type, a breakup jam, forms as a result of the breakup of the ice cover at ice-out, causing large pieces of ice to move downstream, potentially piling up at culverts, around bridge abutments, and at curves in river channels. Breakup ice jams occur when warm temperatures and heavy rains cause rapid snowmelt. The melting snow, combined with the heavy rain, causes frozen rivers to swell. The rising water breaks the ice layers into large chunks, which float downstream and often pile up near narrow passages and obstructions (bridges and dams). Ice jams may build up to a thickness great enough to raise the water level and cause flooding upstream of the obstruction. The Ice Jam Database, maintained by the Ice Engineering Group at the U.S. Army Corps of Engineers (USACE) Cold Regions Research and Engineering Laboratory currently consists of more than 18,000 records from across the U.S.

### ***Dam Failure***

A dam is an artificial barrier that has the ability to impound water, wastewater, or any liquid-borne material for the purpose of storage or control of water. There are two primary types of dam failure: catastrophic failure, characterized by the sudden, rapid, and uncontrolled release of impounded water, or design failure, which occurs as a result of minor overflow events. Dam overtopping is caused by floods that exceed the capacity of the dam, and it can occur as a result of inadequate spillway design, settlement of the dam crest, blockage of spillways, and other factors. Overtopping accounts for 34 percent of all dam failures in the U.S.

There are a number of ways in which climate change could alter the flow behavior of a river, causing conditions to deviate from what the dam was designed to handle. For example, more extreme precipitation events could increase the frequency of intentional discharges. Many other climate impacts—including shifts in seasonal and geographic rainfall patterns—could also cause the flow behavior of rivers to deviate from previous hydrographs. When flows are greater than expected, spillway overflow events (often referred to as “design failures”) can occur. These overflows result in increased discharges downstream and increased flooding potential. Therefore, although climate change will not increase the probability of catastrophic dam failure, it may increase the probability of design failures. Impacts and Shelburne’s vulnerability to dam failure is discussed in more detail in the Dam Failure section of this plan.

### ***Additional Causes of Flooding***

Additional causes of flooding include beaver dams or levee failure. Beaver dams obstruct the flow of water and cause water levels to rise. Significant downstream flooding can occur if

beaver dams break.

### ***Floodplains***

Floodplains by nature are vulnerable to inland flooding. Floodplains are the low, flat, and periodically flooded lands adjacent to rivers, lakes, and oceans. These areas are subject to geomorphic (land-shaping) and hydrologic (water flow) processes. Floodplains may be broad, as when a river crosses an extensive flat landscape, or narrow, as when a river is confined in a canyon. These areas form a complex physical and biological system that not only supports a variety of natural resources, but also provides natural flood storage and erosion control. When a river is separated from its floodplain by levees and other flood control facilities, these natural benefits are lost, altered, or significantly reduced. When floodwaters recede after a flood event, they leave behind layers of rock and mud. These gradually build up to create a new floor of the floodplain. Floodplains generally contain unconsolidated sediments known as alluvium (accumulations of sand, gravel, loam, silt, and/or clay), often extending below the bed of the stream. These sediments provide a natural filtering system, with water percolating back into the ground and replenishing groundwater supplies.

Flooding is a natural and important part of wetland ecosystems that form along rivers and streams. Floodplains can support ecosystems that are rich in plant and animal species. Wetting the floodplain soil releases an immediate surge of nutrients from the rapid decomposition of organic matter that has accumulated over time. When this occurs, microscopic organisms thrive and larger species enter a rapid breeding cycle. Opportunistic feeders (particularly fish or birds) often utilize the increased food supply. The production of nutrients peaks and falls away quickly, but the surge of new growth that results endures for some time. Species growing in floodplains are markedly different from those that grow outside floodplains. For instance, riparian trees (trees that grow in floodplains) tend to be very tolerant of root disturbance and grow quickly in comparison to non-riparian trees.

### **Location**

A floodplain is the relatively flat, lowland area adjacent to a river, lake or stream. Floodplains serve an important function, acting like large “sponges” to absorb and slowly release floodwaters back to surface waters and groundwater. Over time, sediments that are deposited in floodplains develop into fertile, productive farmland like that found in the Connecticut River valley. In the past, floodplain areas were also often seen as prime locations for development. Industries were located on the banks of rivers for access to hydropower. Residential and commercial development occurred in floodplains because of their scenic qualities and proximity to the water, and because these areas were easier to develop than the hilly, rocky terrain

characteristic of many towns in the county. Although periodic flooding of a floodplain area is a natural occurrence, past and current development and alteration of these areas can result in flooding that is a costly and frequent hazard.

In Shelburne, the 100-year floodplain covers about 333 acres, or approximately 2% of the town, including an estimated 24 dwelling units and 3.4 acres of commercially developed land.<sup>13</sup> Shelburne's floodplain map was created in 1980 and was never digitized. Floodplain maps for Shelburne and other Franklin County towns are in the process of being updated by FEMA.

In addition to the 100-year floodplain, areas upstream from major rivers play an important role in flood mitigation. Upland areas and the small tributary streams that drain them are particularly vulnerable to impacts from development, which can increase the amount of flooding downstream. These areas are critical for absorbing, infiltrating, and slowing the flow of stormwater. When these areas are left in a natural vegetated state (forested or forested floodplain), they act as "green infrastructure," providing flood storage and mitigation through natural processes.

Fragmentation and development in upland areas, including roads which commonly were built along stream and river corridors, can alter this natural process and result in increased amounts of stormwater runoff into streams. For example, the channels of many of these streams were altered centuries ago as a result of widespread deforestation for agriculture and lumber. The many small mills that used to dot the landscape built dams on the streams to generate power. Many of these streams are still unstable and flashy during storm events, generating high volumes of runoff and transporting sediment to the lower, flatter reaches of the watershed. Both manmade and natural debris alongside streams and rivers is also a concern during flash floods, which can lead to releases of oil and other toxic substances as well as damage to infrastructure from debris in the floodwater.

In addition, stressors to forests such as drought, extreme weather, and invasive species, can result in the loss of forest cover in upland areas. In particular, cold-water streams shaded by dense hemlock stands are particularly vulnerable due to the hemlock woolly adelgid that is causing widespread mortality of these trees in the region.

Franklin County has several major rivers and numerous tributaries which are susceptible to flood events. The major rivers in the region include the Connecticut, the Deerfield, and the Millers, with the Deerfield River running through Shelburne.

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<sup>13</sup> 2005 MassGIS land use data.

There are a number of feeder brooks in Shelburne with the potential to cause localized and / or chronic flooding. Key areas of concern include:

#### Dragon Brook

On Bardwells Ferry Road at Allen Road, Dragon Brook periodically overruns the road and does not currently align with existing box culverts.

#### Hinsdale Brook

This brook runs parallel to Brook Road. Flooding of the brook causes frequent erosion, landslides, and slumping. Periodically the road is closed due to these conditions. Brook Road is a designated evacuation route for the northeast section of town.

#### Beaver dams

Beaver dams are an issue in various locations throughout town, but currently pose no immediate flooding threat. The Town monitors the dams and has installed beaver deceivers in some locations. When a dam is a safety concern, a controlled breach may be needed.

### **Extent**

The principal factors affecting the strength and magnitude of flood damage are flood depth and velocity. The deeper and faster that flood flows become, the more damage they can cause. Shallow flooding with high velocities can cause as much damage as deep flooding with slow velocity. This is especially true when a channel migrates over a broad floodplain, redirecting high-velocity flows and transporting debris and sediment.

The frequency and severity of flooding are measured using a discharge probability, which is the probability that a certain river discharge (flow) will be equaled or exceeded in a given year. Flood studies use historical records to determine the probability of occurrence for the different discharge levels. The flood frequency equals 100 divided by the discharge probability. For example, the 100-year discharge (discussed further in the following subsection) has a 1 percent chance of being equaled or exceeded in any given year. The “annual flood” is the greatest flood event expected to occur in a typical year. These measurements reflect statistical averages only; it is possible for two or more floods with a 100-year or higher recurrence interval to occur in a short time period. The same flood can have different recurrence intervals at different points on a river.

Floods can be classified as one of two types: flash floods and general floods.

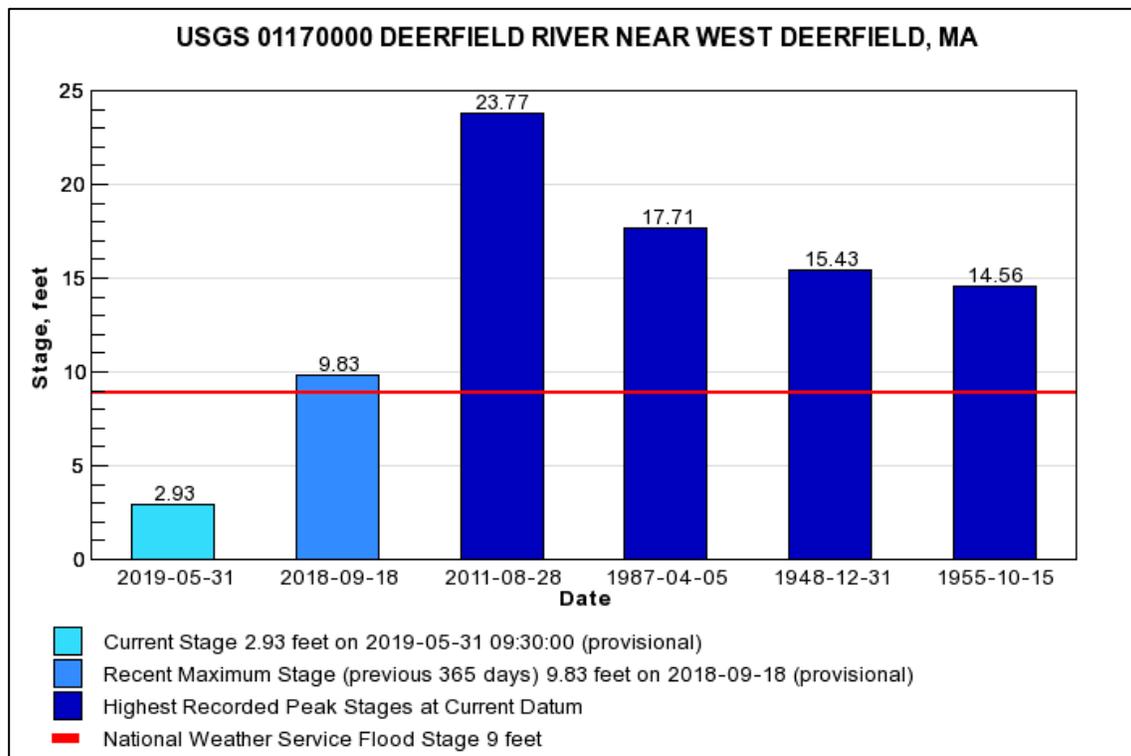
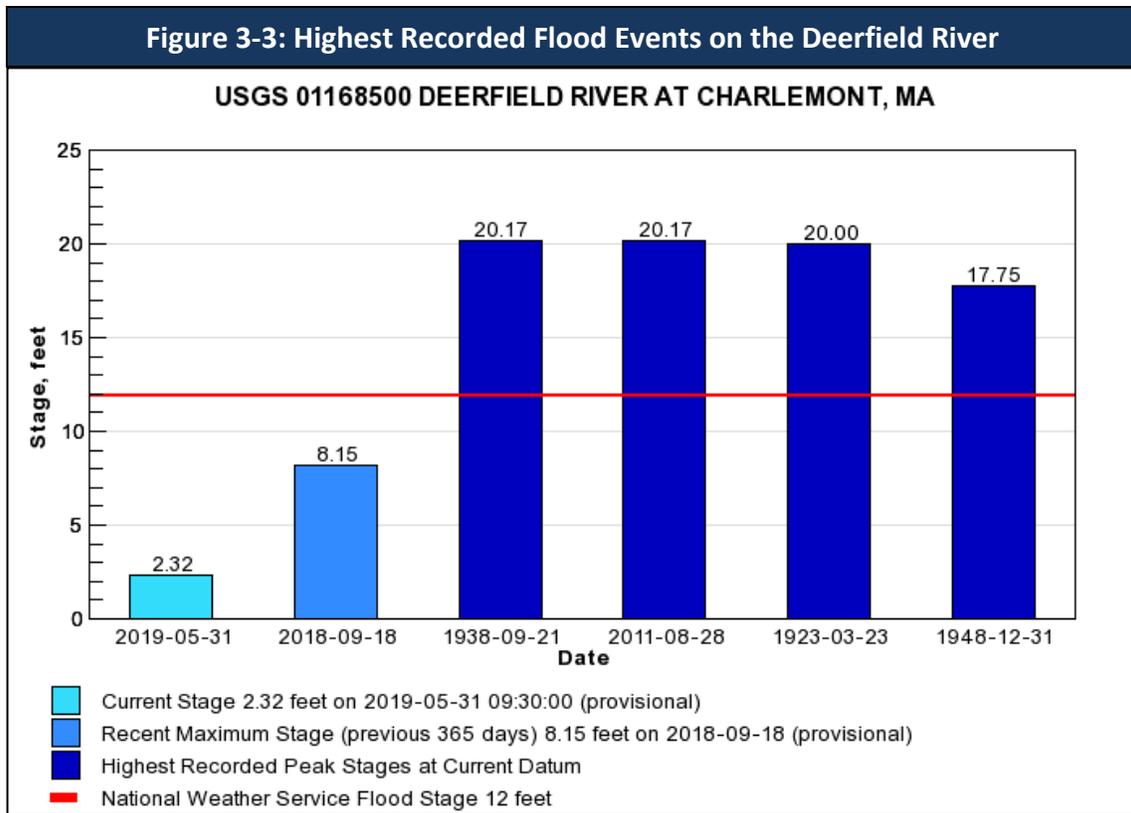
***Flash Floods***

Flash floods are the product of heavy, localized precipitation in a short time period over a given location. Flash flooding events typically occur within minutes or hours after a period of heavy precipitation, after a dam or levee failure, or from a sudden release of water from an ice jam. Most often, flash flooding is the result of a slow-moving thunderstorm or the heavy rains from a hurricane. In rural areas, flash flooding often occurs when small streams spill over their banks. However, in urbanized areas, flash flooding is often the result of clogged storm drains (leaves and other debris) and the higher amount of impervious surface area (roadways, parking lots, roof tops).

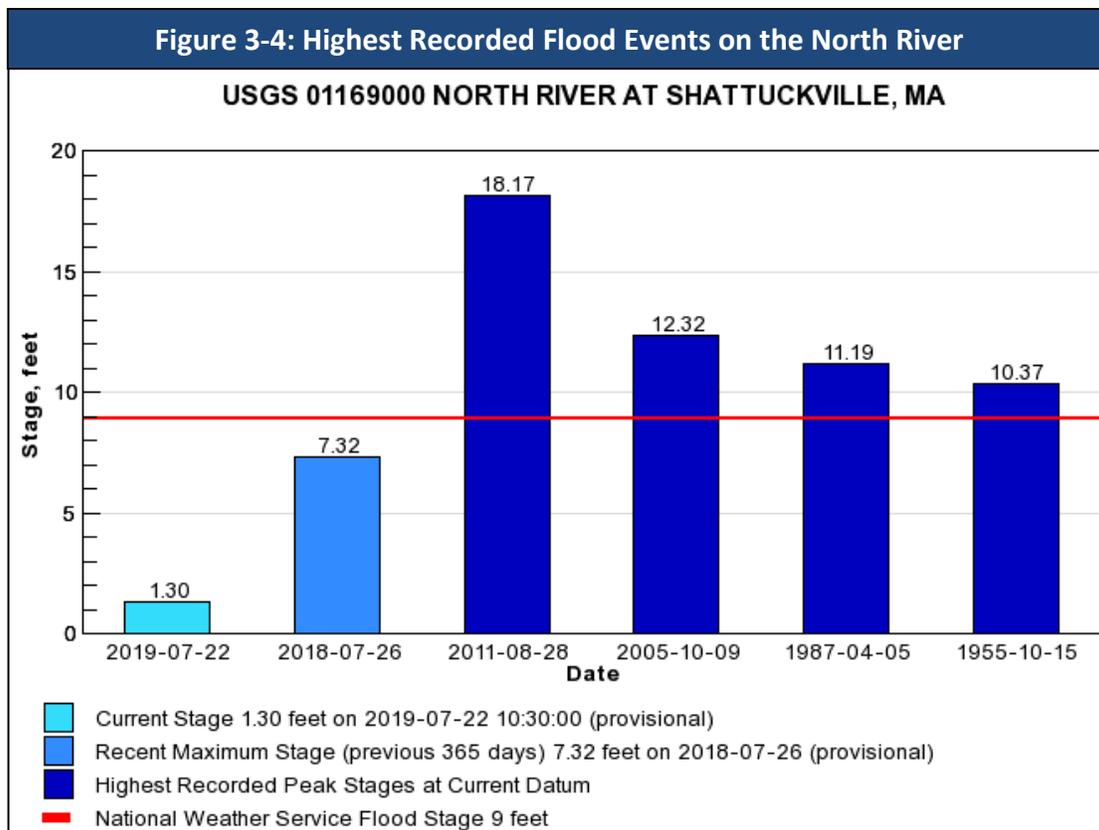
***General Floods***

General flooding may last for several days or weeks and are caused by precipitation over a longer time period in a particular river basin. Excessive precipitation within a watershed of a stream or river can result in flooding particularly when development in the floodplain has obstructed the natural flow of the water and/or decreased the natural ability of the groundcover to absorb and retain surface water runoff (e.g., the loss of wetlands and the higher amounts of impervious surface area in urban areas).

Flood flows in Massachusetts are measured at numerous USGS stream gauges. The gauges operate routinely, but particular care is taken to measure flows during flood events to calibrate the stage-discharge relationships at each location and to document actual flood conditions. In the aftermath of a flood event, the USGS will typically determine the recurrence interval of the event using data from a gauge's period of historical record. Figures 3-3 and 3-4 show data from three USGS gages: two on the Deerfield River in Charlemont, located upstream from Shelburne, and in Deerfield, located downstream of Shelburne; and one on the North River located in Colrain, upstream from Shelburne. The graphs show the highest recorded peak flood events as well as the highest flood level in the past 365 days. In all three locations, Tropical Storm Irene in August 2011 resulted in river levels that paralleled or, in the case of the gauges in Deerfield and Colrain, greatly exceeded previous records.



Source: [https://waterwatch.usgs.gov/index.php?r=ma&id=ww\\_flood](https://waterwatch.usgs.gov/index.php?r=ma&id=ww_flood). Data downloaded on May 31, 2019.



Source: [https://waterwatch.usgs.gov/index.php?r=ma&id=ww\\_flood](https://waterwatch.usgs.gov/index.php?r=ma&id=ww_flood). Data downloaded on July 22, 2019.

### ***The 100-Year Flood***

The 100-year flood is the flood that has a 1 percent chance of being equaled or exceeded each year. The 100-year flood is the standard used by most federal and state agencies. For example, it is used by the National Flood Insurance Program (NFIP) to guide floodplain management and determine the need for flood insurance.

The extent of flooding associated with a 1 percent annual probability of occurrence (the base flood or 100-year flood) is called the 100-year floodplain, which is used as the regulatory boundary by many agencies. Also referred to as the Special Flood Hazard Area (SFHA), this boundary is a convenient tool for assessing vulnerability and risk in flood-prone communities. Many communities have maps that show the extent and likely depth of flooding for the base flood. This extent generally includes both the stream channel and the flood fringe, which is the stream-adjacent area that will be inundated during a 100-year (or 1 percent annual chance) flood event but does not effectively convey floodwaters. Congress has mandated federally regulated or insured lenders to require flood insurance on mortgaged properties that are located in the Special Flood Hazard Area. Even if a property is not in a high-risk flood area, a mortgage lender may still require flood insurance. Property and business owners located

outside of the floodplain can also choose to purchase NFIP insurance in NFIP participating communities.<sup>14</sup> Shelburne is a participating member of the National Flood Insurance Program. Currently there are 11 flood insurance policies in effect in Shelburne, for a total insurance value of \$2,948,700. See the National Flood Insurance Program description in the Community Settings section of this plan.

### ***The 500-Year Flood***

The term “500-year flood” is the flood that has a 0.2 percent chance of being equaled or exceeded each year. Flood insurance is not required by the Federal Government in the 500-year floodplain, but could be required by individual lenders.

### ***Secondary Hazards***

The most problematic secondary hazards for flooding are fluvial erosion, river bank erosion, and landslides affecting infrastructure and other assets (e.g., agricultural fields) built within historic floodplains. Without the space required along river corridors for natural physical adjustment, such changes in rivers after flood events can be more harmful than the actual flooding. For instance, fluvial erosion attributed to Hurricane Irene caused an excess of \$23 million in damages along Route 2. The impacts from these secondary hazards are especially prevalent in the upper courses of rivers with steep gradients, where floodwaters may pass quickly and without much damage, but scour the banks, edging buildings, and structures closer to the river channel or cause them to fall in. Landslides can occur following flood events when high flows oversaturate soils on steep slopes, causing them to fail.

These secondary hazards also affect infrastructure. Roadways and bridges are impacted when floods undermine or wash out supporting structures. Railroad tracks may be impacted, potentially causing a train derailment, which could result in the release of hazardous materials into the environment and nearby waterways. Dams may fail or be damaged, compounding the flood hazard for downstream communities. Failure of wastewater treatment plants from overflow or overtopping of hazardous material tanks and the dislodging of hazardous waste containers can occur during floods as well, releasing untreated wastewater or hazardous materials directly into storm sewers, rivers, or the ocean. Flooding can also impact public water supplies and the power grid.

### **Previous Occurrences**

The average annual precipitation for Shelburne and surrounding areas in western

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<sup>14</sup> For more information on the National Flood Insurance Program: <https://www.fema.gov/national-flood-insurance-program>.

Massachusetts is 48 inches. Between 1996 and 2017, 17 flash floods have been reported in Franklin County (Table 3-6), resulting in \$3,245,000 in property damages. No flash flood events were reported in Shelburne.

<b>Table 3-6: Previous Occurrences of Flash Floods in Franklin County</b>			
<b>Year</b>	<b># of Flash Flood Events</b>	<b>Annual Property Damage</b>	<b>Annual Crop Damage</b>
1996	4	\$1,800,000	\$0
1998	1	\$75,000	\$0
2000	1	\$0	\$0
2003	1	\$10,000	\$0
2004	1	\$10,000	\$0
2005	3	\$1,235,000	\$0
2013	3	\$65,000	\$0
2014	2	\$50,000	\$0
2017	1	\$0	\$0
<b>Total</b>	<b>17</b>	<b>\$3,245,000</b>	<b>\$0</b>

Source: National Oceanic and Atmospheric Administration (NOAA) Storm Events Database:

<https://www.ncdc.noaa.gov/stormevents/>

From 1996 to 2018, 44 flood events were reported in Franklin County, resulting in total property damages worth \$25,582,000 (Table 3-7). The bulk of these damages (\$22,275,000) were from Tropical Storm Irene in August, 2011. The most severe impacts from Irene were experienced in the western portion of Franklin County, including Shelburne, and are described in more detail on the following page.

<b>Table 3-7: Previous Occurrences of Floods in Franklin County</b>			
<b>Year</b>	<b># of Flood Events</b>	<b>Annual Property Damage</b>	<b>Annual Crop Damage</b>
1996	7	\$0	\$0
1998	3	\$0	\$0
2001	1	\$0	\$0
2004	1	\$0	\$0
2005	2	\$2,600,000	\$0
2007	1	\$250,000	\$0
2008	3	\$38,000	\$0
2010	1	\$150,000	\$0
2011	8	\$22,375,000	\$0
2012	2	\$0	\$0
2015	10	\$31,000	\$0
2017	1	\$1,000	\$0
2018	4	\$137,000	\$0
<b>Total</b>	<b>44</b>	<b>\$25,582,000</b>	<b>\$0</b>

Source: National Oceanic and Atmospheric Administration (NOAA) Storm Events Database:  
<https://www.ncdc.noaa.gov/stormevents/>

In October 2005, rains from Tropical Storm Tammy and a subtropical depression caused severe flooding in New England, with Massachusetts sustaining \$6.5 million in damages. A trailer park in Greenfield was destroyed, leaving 70 people homeless. Roads were washed out as more than 20 inches of rain fell on some areas of the region.

On August 27 and 28 2011, Tropical Storm Irene brought heavy rain to the region, causing extensive and long term damage to a number of Franklin County towns. According to the National Weather Service, up to 9.92 inches of rain fell during the storm, though amounts varied significantly across Franklin County. Rivers, streams, and brooks throughout the county reached and surpassed flood levels. Rising water gathered debris that clogged culverts, washed out roads and bridges, and flooded homes and businesses. After the storm, Franklin, Berkshire, Hampshire and Hampden Counties were declared a disaster area by President Obama, freeing up federal funds to assist towns with emergency work and road, bridge, and facility repairs. In declared disaster areas, up to 75% of repair costs are covered by federal funds, as well as the cost of approved hazard mitigation efforts.

It has also been reported that Tropical Storm Irene caused the most severe erosion of any flood in Massachusetts historical records. The storm resulted in 274 landslides across the Deerfield River Watershed, which is roughly the same number that had occurred in the previous 30 years

combined, and formed a giant sediment plume entering the Long Island Sound that was visible from space days after the storm. Today, seven years after the storm, the amount of suspended sediments in the Deerfield River is still double pre-Irene quantities.<sup>15</sup>

The storm caused unprecedented damage to locations across the Watershed. Portions of Route 2 between Charlemont and Florida were closed for three months due to road washouts, and residents in the Town of Hawley were completely cut off for several days due to damages on Route 8A. The USDA Natural Resources Conservation Service (NRCS) recorded approximately 800 acres of crop loss or damage across the Watershed.

During Tropical Storm Irene, the Deerfield River set a new flood record at 23.8 feet, greatly surpassing the previous record of 17.7 feet, set in April of 1987.<sup>16</sup> The Shelburne Falls area of town suffered flood damage due to the elevated levels of the Deerfield River. The NOAA Climatic Data Center estimates flood damage in town from Irene to be \$100,000. Costs to the Town associated with the storm include the following:

<b>Damage Caused by Tropical Storm Irene</b>	<b>Cost</b>
Deerfield Ave: Damage to Glacial Pothole Viewing Deck	\$1,245
Peckville Road: Erosion and undermining of asphalt (approx. 160')	\$4,410
North South Road: Damaged shoulder and erosion of asphalt base (approx. 65')	\$2,159
Patten Road: Erosion and undermining of asphalt @ six locations (approx. 497')	\$13,370
Protective Measures (Police & Temporary Shelter)	\$1,930
<b>Total</b>	<b>\$23,114</b>

Source: Town of Shelburne, 2012.

Private homes and businesses were also damaged during Tropical Storm Irene. Total damage costs are unknown, however a small sampling of damages submitted to the West County Relief Fund from five Shelburne private property owners totaled \$142,119.

Flooding along the North River in Colrain resulted in electrical and other damage to the Shelburne Falls Fire District well head and water pump. Due to the power outages of these systems, the village of Shelburne Falls was drawing water from two 500,000 gallon storage tanks, and residents and businesses were asked to restrict their water use for consumption and hygiene

<sup>15</sup> *A Watershed-Based Plan to Maintain and Improve the Resiliency of the Deerfield River Watershed*. Franklin Regional Council of Governments. 2016; and, Hatch, Christine. *Earth Matters: Hurricane Irene: It wasn't the wind, it was the water*. Daily Hampshire Gazette. 2018.

<sup>16</sup> National Oceanic and Atmospheric Administration (NOAA) National Climatic Data Center, <http://www4.ncdc.noaa.gov/cgi-win/wwcgi.dll?wwEvent~Storms>.

purposes only in order to conserve the supply. The tanks hold enough water to supply the district for approximately six days, if users are conservative about how much water they use. Power was restored to the system before the tanks were depleted. It is not possible to precisely measure the amount of water in the tanks, so it is unknown exactly how close they were to being depleted.<sup>17</sup> The Fire District received a hazard mitigation grant to move the electrical equipment for the well heads to a new building outside of the floodplain, completed in 2018. Flooding of the well heads will continue to be an issue, due to the close proximity of the wells to the North River. When the well heads are submerged with water, they need to be sanitized for public health reasons.

### **Probability of Future Events**

Based on previous occurrences and projected climate change impacts, the committee considers that the probability of future flooding events in Shelburne is "Very High," with a 50 to 100 percent probability each 1-2 years. Flooding frequencies for the various floodplains in Shelburne are defined by FEMA as the following:

- 10-year floodplain – 10 percent chance of flooding in any given year
- 25-year floodplain – 2.5 percent chance of flooding in any given year
- 100-year floodplain – 1 percent chance of flooding in any given year
- 500-year floodplain – 0.2 percent chance of flooding in any given year

Of all the regions in the United States, the Northeast has seen the most dramatic increase in the intensity of rainfall events. The U.S. National Climate Assessment reports that between 1958 and 2010, the Northeast saw more than a 70% increase in the amount of precipitation falling in very heavy events (defined as the heaviest 1% of all daily events). Climate projections for Massachusetts, developed by the University of Massachusetts, suggest that the frequency of high-intensity rainfall events will continue to trend upward, and the result will be an increased risk of flooding. Specifically, the annual frequency of downpours releasing more than two inches of rain per day in Massachusetts may climb from less than 1 day per year to approximately 0.9-1.5 days by 2100. Events which release over one inch during a day could climb to as high as 8-11 days per year by 2100. A single intense downpour can cause flooding and widespread damage to property and critical infrastructure. While the coastal areas in Massachusetts will experience the greatest increase in high-intensity rainfall days, some level of increase will occur in every area of Massachusetts, including Shelburne.<sup>18</sup>

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<sup>17</sup>"Emergency Water Restriction in Shelburne Falls," *The Recorder*, August 30, 2011; "Shelburne Falls still under water restriction," *The Recorder*, September 2, 2011.

<sup>18</sup> ResilientMA: Climate Change Clearing House for the Commonwealth: <http://resilientma.org/changes/changes->

## Impact

Flooding can cause a wide range of issues, from minor nuisance roadway flooding and basement flooding to major impacts such as roadway closures. Specific damages associated with flooding events include the following primary concerns:

- Blockages of roadways or bridges vital to travel and emergency response
- Breaching of dams
- Damaged or destroyed buildings and vehicles
- Uprooted trees causing power and utility outages
- Drowning, especially people trapped in cars
- Contamination of drinking water
- Dispersion of hazardous materials
- Interruption of communications and/or transportation systems, including train derailments

According to the Committee, the impact of a flood event is typically minor in Shelburne, with very few injuries, if any, only minor property damage and minimal disruption of quality of life, and temporary shutdown of facilities. It is noted, however, that events like Tropical Storm Irene have caused much more extensive damage in the town.

The Harriman Dam in Whitingham, Vermont, the Bear Swamp Pumped Storage Facility in Rowe, and other hydroelectric dams along the Deerfield River present a catastrophic dam failure risk to Shelburne, and are discussed in more detail in the Dam Failure section.

## Vulnerability

### *Society*

The impact of flooding on life, health, and safety is dependent upon several factors, including the severity of the event and whether or not adequate warning time is provided to residents. Populations living in or near floodplain areas may be impacted during a flood event. People traveling in flooded areas and those living in urban areas with poor stormwater drainage may be exposed to floodwater. People may also be impacted when transportation infrastructure is compromised from flooding.

Of Shelburne's total acreage, 333 acres lie within the 100-year floodplain. Most of this land is in

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[in-precipitation](#). Accessed December 13, 2018.

agricultural use or is forested. Table 3-8 displays the number of dwelling units and the estimated population living in the 100-year floodplain in Shelburne. According to 2005 MassGIS Land Use data there are approximately 24 dwelling units located in the floodplain. Using this number and Shelburne’s average household size, it is estimated that 51 people, or 2.6% of Shelburne’s total population, reside in the floodplain.

<b>Table 3-8: Estimated Shelburne Population Exposed to a 1 Percent Flood Event</b>				
<b>Total Population</b>	<b># of Dwelling Units in Flood Hazard Area</b>	<b>Average # of People Per Household</b>	<b>Estimated Population in Flood Hazard Area</b>	<b>% of Total Population in Flood Hazard Area</b>
1,935	24	2.12	51	2.6%

Source: 2013-2017 American Community Survey Five-Year Estimates; 2005 MassGIS Land Use data.

Vulnerable Populations

Of the population exposed, the most vulnerable include people with low socioeconomic status, people over the age of 65, young children, people with medical needs, and those with low English language fluency. For example, people with low socioeconomic status are more vulnerable because they are likely to consider the economic impacts of evacuation when deciding whether or not to evacuate. The population over the age of 65 is also more vulnerable because some of these individuals are more likely to seek or need medical attention because they may have more difficulty evacuating or the medical facility may be flooded. Those who have low English language fluency may not receive or understand the warnings to evacuate. Vulnerable populations may also be less likely to have adequate resources to recover from the loss of their homes and jobs.

Table 3-9 estimates the number of vulnerable populations and households in Shelburne. Individuals and households may fall into multiple categories, so the numbers should not be added. Rather, the table provides Town officials and emergency response personnel with information to help plan for responding to the needs of Shelburne residents during a flood event.

<b>Table 3-9: Estimated Vulnerable Populations in Shelburne</b>		
<b>Vulnerable Population Category</b>	<b>Number</b>	<b>Percent of Total Population*</b>
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
<b>Vulnerable Household Category</b>	<b>Number</b>	<b>Percent of Total Households*</b>
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%

\*Total population = 1,935; Total households = 881

Note: Individuals and households may be counted under multiple categories.

Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

Populations that live or work in proximity to facilities that use or store toxic substances are at greater risk of exposure to these substances during a flood event. In Shelburne, there are four Tier II facilities that use or store hazardous materials above the reporting thresholds set by EPA. Two of these sites, the power substation at 244 Main Street, and the Verizon building at 6 Cross Street, are within or close to the Harriman Dam inundation area and could pose a threat to residents in the event of a catastrophic flood event.

Health Impacts

The total number of injuries and casualties resulting from typical riverine flooding is generally limited due to advance weather forecasting, blockades, and warnings. The historical record from 1996 to 2018 indicates that there have been no fatalities or injuries associated with flooding or flash flooding events in Shelburne. However, flooding can result in direct mortality to individuals in the flood zone. This hazard is particularly dangerous because even a relatively low-level flood can be more hazardous than many residents realize. For example, while 6 inches of moving water can cause adults to fall, 1 foot to 2 feet of water can sweep cars away. Downed powerlines, sharp objects in the water, or fast-moving debris that may be moving in or near the water all present an immediate danger to individuals in the flood zone.

Events that cause loss of electricity and flooding in basements, where heating systems are typically located in Massachusetts homes, increase the risk of carbon monoxide poisoning.

Carbon monoxide results from improper location and operation of cooking and heating devices (grills, stoves), damaged chimneys, or generators. According to the U.S. Environmental Protection Agency (EPA), floodwater often contains a wide range of infectious organisms from raw sewage. These organisms include intestinal bacteria, MRSA (methicillin-resistant staphylococcus aureus), strains of hepatitis, and agents of typhoid, paratyphoid, and tetanus (OSHA, 2005). Floodwaters may also contain agricultural or industrial chemicals and hazardous materials swept away from containment areas.

Individuals who evacuate and move to crowded shelters to escape the storm may face the additional risk of contagious disease; however, seeking shelter from storm events when advised is considered far safer than remaining in threatened areas. Individuals with pre-existing health conditions are also at risk if flood events (or related evacuations) render them unable to access medical support. Flooded streets and roadblocks can also make it difficult for emergency vehicles to respond to calls for service, particularly in rural areas.

Flood events can also have significant impacts after the initial event has passed. For example, flooded areas that do not drain properly can become breeding grounds for mosquitos, which can transmit vector-borne diseases. Exposure to mosquitos may also increase if individuals are outside of their homes for longer than usual as a result of power outages or other flood-related conditions. Finally, the growth of mold inside buildings is often widespread after a flood. Investigations following Hurricane Katrina and Superstorm Sandy found mold in the walls of many water-damaged homes and buildings. Mold can result in allergic reactions and can exacerbate existing respiratory diseases, including asthma (CDC, 2004). Property damage and displacement of homes and businesses can lead to loss of livelihood and long-term mental stress for those facing relocation. Individuals may develop post-traumatic stress, anxiety, and depression following major flooding events (Neria et al., 2008).

### Economic Impacts

Economic losses due to a flood include, but are not limited to, damages to buildings (and their contents) and infrastructure, agricultural losses, business interruptions (including loss of wages), impacts on tourism, and impacts on the tax base. Flooding can also cause extensive damage to public utilities and disruptions to the delivery of services. Loss of power and communications may occur, and drinking water and wastewater treatment facilities may be temporarily out of operation. Flooding can shut down major roadways and disrupt public transit systems, making it difficult or impossible for people to get to work. Floodwaters can wash out sections of roadway and bridges, and the removal and disposal of debris can also be an enormous cost during the recovery phase of a flood event. Agricultural impacts range from crop and infrastructure damage to loss of livestock. Extreme precipitation events may result in crop

failure, inability to harvest, rot, and increases in crop pests and disease. In addition to having a detrimental effect on water quality and soil health and stability, these impacts can result in increased reliance on crop insurance claims.

Damages to buildings can affect a community's economy and tax base; the following section includes an analysis of buildings in Shelburne that are vulnerable to flooding and their associated value.

### ***Infrastructure***

Buildings, infrastructure, and other elements of the built environment are vulnerable to inland flooding. At the site scale, buildings that are not elevated or flood-proofed and those located within the floodplain are highly vulnerable to inland flooding. These buildings are likely to become increasingly vulnerable as riverine flooding increases due to climate change (resilient MA, 2018). At a neighborhood to regional scale, highly developed areas and areas with high impervious surface coverage may be most vulnerable to flooding. Even moderate development that results in as little as 3 percent impervious cover can lead to flashier flows and river degradation, including channel deepening, widening, and instability (Vietz and Hawley, 2016).

Additionally, changes in precipitation will threaten key infrastructure assets with flood and water damage. Climate change has the potential to impact public and private services and business operations. Damage associated with flooding to business facilities, large manufacturing areas in river valleys, energy delivery and transmission, and transportation systems has economic implications for business owners as well as the state's economy in general (resilient MA, 2018). Flooding can cause direct damage to Town-owned facilities and result in roadblocks and inaccessible streets that impact the ability of public safety and emergency vehicles to respond to calls for service.

Table 3-10 shows that roughly 3.4 acres of commercial uses are located within the floodplain, or about 5% of all commercial uses in town. There are less than half an acre of industrial and public/institutional uses within the floodplain.

<b>Table 3-10: Acres of Commercial, Industrial, and Public/Institutional Land Use Within the Flood Hazard Area in Shelburne</b>			
<b>Land Use</b>	<b>Total acres in Town</b>	<b>Acres in Flood Hazard Area</b>	<b>% of total acres in Flood Hazard Area</b>
<b>Commercial</b>	67.8	3.4	5%
<b>Industrial</b>	5.2	0.3	5%
<b>Public/Institutional</b>	30.2	0.3	1%

Source: 2005 MassGIS Land Use data.

To determine total value of structures within the flood hazard area, 2019 insured building values were collected for Memorial Hall, and the Arms Library. Assessed values were collected for the Buckland-Shelburne Elementary School, and the downtown business district (excluding Memorial Hall and the Arms Library, which is within the district), encompassing significant structures located in or adjacent to the floodplain in Shelburne (Table 3-11). Together these buildings are valued at almost \$20 million.

<b>Table 3-11: Total Building Value in Flood Hazard Area</b>			
<b>Structure</b>	<b>Building Structure Value</b>	<b>Other Value</b>	<b>Total Property Value</b>
Memorial Hall	\$1,777,051		\$1,777,051
Buckland-Shelburne Elementary School	\$5,378,500	\$171,500	\$5,550,000
Arms Library	\$2,600,000	\$655,200	\$3,255,200
Sewer Pump Station	\$102,872		\$102,872
Visitor Center	\$230,851		\$230,851
Downtown Business District*			\$8,525,600
<b>Total</b>			<b>\$19,441,574</b>

\* The Downtown Business District total property value excludes Memorial Hall and Arms Library, which are listed separately in the table.

Source: 2017 insurance values for Town-insured buildings; FY2019 Shelburne Assessors data for downtown business district.

NFIP data are useful for determining the location of areas vulnerable to flood and severe storm hazards. Table 3-12 summarizes the NFIP policies, claims, repetitive loss (RL) properties, and severe repetitive loss (SRL) properties in Shelburne associated with all flood events as of December 2018. A RL property is a property for which two or more flood insurance claims of more than \$1,000 have been paid by the NFIP within any 10-year period since 1978. A SRL property is defined as one that “has incurred flood-related damage for which 4 or more separate claims payments have been paid under flood insurance coverage, with the amount of each claim payment exceeding \$5,000 and with cumulative amount of such claims payments

exceeding \$20,000; or for which at least 2 separate claims payments have been made with the cumulative amount of such claims exceeding the reported value of the property” (FEMA). Shelburne currently has eleven policies in force. One loss has been paid, and there are no repetitive loss properties in town.

<b>Table 3-12: NFIP Policies, Claims, and Repetitive Loss Statistics for Shelburne</b>						
<b>Number of Housing Units (2017 Estimates)</b>	<b>Number of Policies in Force</b>	<b>Percent of Housing Units</b>	<b>Total Insurance in Force</b>	<b>Number of Paid Losses</b>	<b>Total Losses Paid</b>	<b>Number of Repetitive Loss Properties</b>
980	11	1.1%	\$2,948,700	1	\$15,644	0

Source: National Flood Insurance Program (NFIP), FEMA Region I; U.S. Census Bureau 2013-2017 American Community Survey Five-Year Estimates. December 18, 2018 Statistics.

Many dams within the Commonwealth have aged past their design life. As a result, they are less resilient to hazards such as inland flooding and extreme precipitation, and may not provide adequate safety following these disasters. These structures, if impacted by disasters, can affect human health, safety, and economic activity due to increased flooding and loss of infrastructure functions. These dams require termination or restoration to improve their infrastructure and better equip them to withstand the hazards that the Commonwealth will face due to climate change.

As already stated, climate change impacts, including increased frequency of extreme weather events, are expected to raise the risk of damage to transportation systems, energy-related facilities, communication systems, a wide range of structures and buildings, solid and hazardous waste facilities, and water supply and wastewater management systems. A majority of the infrastructure in Massachusetts and throughout the country has been sited and designed based on historic weather and flooding patterns. As a result, infrastructure and facilities may lack the capacity to handle greater volumes of water or the required elevation to reduce vulnerability to flooding. Examples of climate change impacts to sectors of the built environment are summarized below.

Agriculture

Inland flooding is likely to impact the agricultural sector. Increased river flooding is likely to cause soil erosion, soil loss, and crop damage (resilient MA, 2018). In addition, wetter springs may delay planting of crops, resulting in reduced yields.

### Energy

Flooding can increase bank erosion and also undermine buried energy infrastructure, such as underground power, gas, and cable infrastructure. Basement flooding can destroy electrical panels and furnaces. This can result in releases of oil and hazardous wastes to floodwaters. Inland flooding can also disrupt delivery of liquid fuels.

### Public Health

The impacts to the built environment extend into other sectors. For example, flooding may increase the vulnerability of commercial and residential buildings to toxic mold buildup, leading to health risks, as described in the Populations section of the inland flooding hazard profile. Inland flooding may also lead to contamination of well water and contamination from septic systems (DPH, 2014).

### Public Safety

Flash flooding can have a significant impact on public safety. Fast-moving water can sweep up debris, hazardous objects, and vehicles, and carry them toward people and property. Flooding can impact the ability of emergency response personnel to reach stranded or injured people. Drownings may also occur as people attempt to drive through flooded streets or escape to higher ground.

### Transportation

Heavy precipitation events may damage roads, bridges, and energy facilities, leading to disruptions in transportation and utility services (resilient MA, 2018). Roads may experience greater ponding, which will further impact transportation. If alternative routes are not available, damage to roads and bridges may dramatically affect commerce and public health and safety.

### Water Infrastructure

Stormwater drainage systems and culverts that are not sized to accommodate larger storms are likely to experience flood damage as extreme precipitation events increase (resilient MA, 2018). Both culverts that are currently undersized and culverts that are appropriately sized may be overwhelmed by larger storms. Gravity-fed water and wastewater infrastructure that is located in low lying areas near rivers and reservoirs may experience increased risks. Combined sewer overflows may increase with climate change, resulting in water quality degradation and public health risks (resilient MA, 2018).

### ***Environment***

Flooding is part of the natural cycle of a balanced environment. However, severe flood events

can also result in substantial damage to the environment and natural resources, particularly in areas where human development has interfered with natural flood-related processes. As described earlier in this section, severe weather events are expected to become more frequent as a result of climate change; therefore, flooding that exceeds the adaptive capacity of natural systems may occur more often.

One common environmental effect of flooding is riverbank and soil erosion. Riverbank erosion occurs when high, fast water flows scour the edges of the river, transporting sediment downstream and reshaping the ecosystem. In addition to changing the habitat around the riverbank, this process also results in the deposition of sediment once water velocities slow. This deposition can clog riverbeds and streams, disrupting the water supply to downstream habitats. Soil erosion occurs whenever floodwaters loosen particles of topsoil and then transport them downstream, where they may be redeposited somewhere else or flushed into the ocean. Flooding can also influence soil conditions in areas where floodwaters pool for long periods of time, as continued soil submersion can cause oxygen depletion in the soil, reducing the soil quality and potentially limiting future crop production.

Flooding can also affect the health and well-being of wildlife. Animals can be directly swept away by flooding or lose their habitats to prolonged inundation. Floodwaters can also impact habitats nearby or downstream of agricultural operations by dispersing waste, pollutants, and nutrients from fertilizers. While some of these substances, particularly organic matter and nutrients, can actually increase the fertility of downstream soils, they can also result in severe impacts to aquatic habitats, such as eutrophication.

### ***Vulnerability Summary***

Based on the above analysis, Shelburne has a "Medium" vulnerability to flooding. The following problem statements summarize Shelburne's areas of greatest concern regarding the flood hazard.

### Flood Hazard Problem Statements

- The Village of Shelburne Falls, including many homes, businesses, municipal buildings and resources are vulnerable to sever flooding on the Deerfield River. The Iron Bridge and the Bridge of Flowers over the Deerfield River, including the water and sewer mains serving Buckland and Shelburne, are vulnerable to flooding.
- Elderly and disabled residents living in the village are more vulnerable during flood events, especially those who do not own or drive a car, or lack sufficient social support to ensure their care and safety during emergencies.
- Flooding along Hinsdale Brook causes landslides along Brook Road, a secondary evacuation route. Culverts along the road need continual maintenance to unplug.
- Dragon Brook floods 3-4 times a year. During these events, the brook jumps its banks, flooding a nearby field. When this occurs, the stream bypasses the culvert under the road, instead flooding the road and a bridge downstream.
- While the chance is low, a dam failure at Davenport Dam, the Harriman Dam in Vermont, or any of the other hydroelectric dams along the Deerfield River, would result in devastating flooding to many parts of Shelburne Falls.
- The Shelburne Town Hall lacks redundancy and digital backup for public records. Some, but not all, records are backed up. If the building were flooded or somehow compromised, all public records stored there could be lost and many of them unreplaceable.
- Shelburne's emergency shelter at the Mohawk Trail Regional School in Buckland is located in the dam inundation area and on the other side of the Deerfield River from Shelburne. In the event of a critical dam failure, the bridges and roads connecting Shelburne to Buckland are expected to be compromised. An alternative secondary shelter location for flood events is needed.
- Shelburne's reliance on Route 2 as the major transportation and evacuation route in town places residents and emergency responders at risk if the road is impacted by flooding.
- There is confusion around what the NFIP is, who is eligible, what a 100-year flood event is, and which properties fall within that area. Public education, both for those in town government and residents, around flood plains, how to read the flood plain maps, and how the NFIP works is needed.

## SEVERE SNOWSTORMS / ICE STORMS

### Potential Effects of Climate Change

Climate projections for Massachusetts indicate that in future decades, winter precipitation could increase annually by as much as 0.4-3.9 inches (an increase of 4-35%), but by the end of the century most of this precipitation is likely to fall as rain instead of snow. There are many human and environmental impacts that could result from this change including reduced snow cover for winter recreation and tourism, less spring snow melt to replenish aquifers and lower spring river flows for aquatic ecosystems. Figure 3-5 shows potential effects of climate change on severe winter storms from the Massachusetts State Hazard Mitigation and Climate Adaptation Plan.

Figure 3-5: Effects of Climate Change on Severe Winter Storms		
Potential Effects of Climate Change		
	EXTREME WEATHER AND RISING TEMPERATURES → INCREASED SNOWFALL	Increased sea surface temperature in the Atlantic Ocean will cause air moving north over the ocean to hold more moisture. As a result, when these fronts meet cold air systems moving from the north, an even greater amount of snow than normal can be anticipated to fall on Massachusetts.
	RISING TEMPERATURES → CHANGING CIRCULATION PATTERNS AND WARMING OCEANS	Research has found that increasing water temperatures and reduced sea ice extent in the Arctic are producing atmospheric circulation patterns that favor the development of winter storms in the eastern U.S. Global warming is increasing the severity of winter storms because warming ocean water allows additional moisture to flow into the storm, which fuels the storm to greater intensity.
	EXTREME WEATHER → INCREASE IN FREQUENCY AND INTENSITY	There is evidence suggesting that nor'easters along the Atlantic coast are increasing in frequency and intensity. Future nor'easters may become more concentrated in the coldest winter months when atmospheric temperatures are still low enough to result in snowfall rather than rain.

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

Severe winter storms include ice storms, nor'easters, heavy snow, blowing snow, and other extreme forms of winter precipitation. A blizzard is a winter snowstorm with sustained or frequent wind gusts to 35 mph or more, accompanied by falling or blowing snow that reduces visibility to or below a quarter of a mile (NWS, 2018). These conditions must be the predominant condition over a 3-hour period. Extremely cold temperatures are often associated with blizzard conditions, but are not a formal part of the definition. However, the hazard created by the combination of snow, wind, and low visibility increases significantly with temperatures below 20°F. A severe blizzard is categorized as having temperatures near or below 10°F, winds exceeding 45 mph, and visibility reduced by snow to near zero.

Storm systems powerful enough to cause blizzards usually form when the jet stream dips far to the south, allowing cold air from the north to clash with warm air from the south. Blizzard conditions often develop on the northwest side of an intense storm system. The difference between the lower pressure in the storm and the higher pressure to the west creates a tight pressure gradient, resulting in strong winds and extreme conditions due to the blowing snow. Blowing snow is wind-driven snow that reduces visibility to 6 miles or less, causing significant drifting. Blowing snow may be snow that is falling and/or loose snow on the ground picked up by the wind.

### ***Ice Storms***

Ice storm conditions are defined by liquid rain falling and freezing on contact with cold objects, creating ice buildups of one-fourth of an inch or more. These can cause severe damage. An ice storm warning, which is now included in the criteria for a winter storm warning, is issued when a half inch or more of accretion of freezing rain is expected. This may lead to dangerous walking or driving conditions and the pulling down of power lines and trees.

Ice pellets are another form of freezing precipitation, formed when snowflakes melt into raindrops as they pass through a thin layer of warmer air. The raindrops then refreeze into particles of ice when they fall into a layer of subfreezing air near the surface of the earth. Finally, sleet occurs when raindrops fall into subfreezing air thick enough that the raindrops refreeze into ice before hitting the ground. The difference between sleet and hail is that sleet is a wintertime phenomenon whereas hail falls from convective clouds (usually thunderstorms), often during the warm spring and summer months.

### ***Nor'easters***

A nor'easter is a storm that occurs along the East Coast of North America with winds from the northeast (NWS, n.d.). A nor'easter is characterized by a large counter-clockwise wind circulation around a low-pressure center that often results in heavy snow, high winds, and rain. A nor'easter gets its name from its continuously strong northeasterly winds blowing in from the ocean ahead of the storm and over the coastal areas.

Nor'easters are among winter's most ferocious storms. These winter weather events are notorious for producing heavy snow, rain, and oversized waves that crash onto Atlantic beaches, often causing beach erosion and structural damage. These storms occur most often in late fall and early winter. The storm radius is often as much as 100 miles, and nor'easters often sit stationary for several days, affecting multiple tide cycles and causing extended heavy precipitation. Sustained wind speeds of 20 to 40 mph are common during a nor'easter, with short-term wind speeds gusting up to 50 to 60 mph. Nor'easters are commonly accompanied

with a storm surge equal to or greater than 2.0 feet.

Nor'easters begin as strong areas of low pressure either in the Gulf of Mexico or off the East Coast in the Atlantic Ocean. The low will then either move up the East Coast into New England and the Atlantic provinces of Canada, or out to sea. The level of damage in a strong hurricane is often more severe than a nor'easter, but historically Massachusetts has suffered more damage from nor'easters because of the greater frequency of these coastal storms (one or two per year). The comparison of hurricanes to nor'easters reveals that the duration of high surge and winds in a hurricane is 6 to 12 hours, while a nor'easter's duration can be from 12 hours to 3 days.

Severe winter storms can pose a significant risk to property and human life. The rain, freezing rain, ice, snow, cold temperatures and wind associated with these storms can cause the following hazards:

- Disrupted power and phone service
- Unsafe roadways and increased traffic accidents
- Infrastructure and other property are also at risk from severe winter storms and the associated flooding that can occur following heavy snow melt
- Tree damage and fallen branches that cause utility line damage and roadway blockages
- Damage to telecommunications structures
- Reduced ability of emergency officials to respond promptly to medical emergencies or fires
- Elderly are affected by extreme weather

## **Location**

Although the entire Commonwealth may be considered at risk to the hazard of severe winter storms, higher snow accumulations appear to be prevalent at higher elevations in Western and Central Massachusetts, and along the coast where snowfall can be enhanced by additional ocean moisture. Ice storms occur most frequently in the higher-elevation portions of Western and Central Massachusetts. Inland areas, especially those in floodplains, are also at risk for flooding and wind damage.

The entire town of Shelburne is susceptible to severe snowstorms and ice storms. Because these storms occur regionally, they impact the entire town. As a result, the location of occurrence is "large," with over 50 percent of land area affected.

There is a large elevation change in town that causes variations in winter weather between the village of Shelburne Falls, which is at a lower elevation, and many rural parts of town, that are at a much higher elevation. The rural Patten District and Foxtown districts of town are impacted to a greater degree by severe winter events than the village. The Patten district in the north is higher in elevation and is more likely to see ice and snow events than the village. Foxtown to the south is lower in elevation and prone to heavy, wet snow, according to the committee. Both districts are rural and their residents have less access to services than those in the village. The Committee stated that these districts are generally the last to have their power restored during an outage and it takes longer for the roads to be cleared.

**Extent**

Since 2005, the Regional Snowfall Index (RSI) has become the descriptor of choice for measuring winter events that impact the eastern two-thirds of the U.S. The RSI ranks snowstorm impacts on a scale system from 1 to 5 as depicted in Table 3-13. The RSI is similar to the Fujita scale for tornadoes or the Saffir-Simpson scale for hurricanes, except that it includes an additional variable: population. The RSI is based on the spatial extent of the storm, the amount of snowfall, and population.

The RSI is a regional index. Each of the six climate regions (identified by the NOAA National Centers for Environmental Information) in the eastern two-thirds of the nation has a separate index. The RSI incorporated region-specific parameters and thresholds for calculating the index. The RSI is important because, with it, a storm event and its societal impacts can be assessed within the context of a region’s historical events. Snowfall thresholds in Massachusetts (in the Northeast region) are 4, 10, 20, and 30 inches of snowfall, while thresholds in the Southeast U.S. are 2, 5, 10, and 15 inches.

<b>Table 3-13: Regional Snowfall Index Categories</b>		
<b>Category</b>	<b>RSI Value</b>	<b>Description</b>
1	1–3	Notable
2	2.5–3.99	Significant
3	4–5.99	Major
4	6–9.99	Crippling
5	10.0+	Extreme

Source: NOAA National Climatic Data Center

Prior to the use of the RSI, the Northeast Snowfall Impact Scale (NESIS), developed by Paul

Kocin of The Weather Channel and Louis Uccellini of the National Weather Service, was used to characterize and rank high-impact northeast snowstorms with large areas of 10-inch snowfall accumulations and greater. In contrast to the RSI, which is a regional index, NESIS is a quasi-national index that is calibrated to Northeast snowstorms. NESIS has five categories, as shown in Table 3-14.

<b>Table 3-14: Northeast Snowfall Impact Scale Categories</b>		
<b>Category</b>	<b>NESIS Value</b>	<b>Description</b>
1	1—2.499	Notable
2	2.5—3.99	Significant
3	4—5.99	Major
4	6—9.99	Crippling
5	10.0+	Extreme

Source: NOAA National Climatic Data Center

**Previous Occurrences**

New England generally experiences at least one or two severe winter storms each year with varying degrees of severity. Severe winter storms typically occur during January and February; however, they can occur from late September through late April. According to NOAA’s National Climatic Data Center, there have been 80 heavy snow events in Franklin County since 1996, resulting in \$15,440,000 in damages; 29 winter storm events since 2002, resulting in \$1,170,000 in damages; and two ice storms have resulted in damages of \$3,150,000.

In December 2008, a major ice storm impacted the northeast. The hardest hit areas in southern New England were the Monadnock region of southwest New Hampshire, the Worcester Hills in central Massachusetts, and the east slopes of the Berkshires in western Massachusetts. Anywhere from half an inch to an inch of ice built up on many exposed surfaces. Combined with breezy conditions, the ice downed numerous trees, branches, and power lines which resulted in widespread power outages. More than 300,000 customers were reportedly without power in Massachusetts and an additional 300,000 were without power in the state of New Hampshire.

Damage to the infrastructure in Massachusetts and New Hampshire amounted to roughly 80 million dollars. This amount does not include damage to private property. The extent of the damage and number of people affected prompted the governors of both Massachusetts and New Hampshire to request federal assistance. FEMA approved both requests. President Bush issued a Major Disaster Declaration for Public Assistance for seven Massachusetts counties and

all of New Hampshire.

Based on data available from the National Oceanic and Atmospheric Administration, there are 210 winter storms since 1900 that have registered on the RSI scale. Of these, approximately 18 storms resulted in snow falls in all or parts of Franklin County of at least 10 inches. These storms are listed in Table 3-15, in order of their RSI severity.

Table 3-15: High-Impact Snowstorms in Franklin County, 1958 - 2018			
Date	RSI Value	RSI Category	RSI Classification
2/22/1969	34.0	5	Extreme
3/12/1993	22.1	5	Extreme
1/6/1996	21.7	5	Extreme
2/5/1978	18.4	5	Extreme
2/23/2010	17.8	4	Crippling
2/15/2003	14.7	4	Crippling
1/29/1966	12.3	4	Crippling
3/12/2017	10.7	4	Crippling
2/27/1947	10.6	4	Crippling
12/25/1969	10.1	4	Crippling
12/4/2003	9.4	3	Major
2/8/2013	9.2	3	Major
2/2/1961	8.3	3	Major
2/10/1983	7.9	3	Major
2/14/1958	7.9	3	Major
2/12/2007	6.9	3	Major
3/2/1960	6.9	3	Major
1/25/2015	6.2	3	Major

Source: <https://www.ncdc.noaa.gov/snow-and-ice/rsi/societal-impacts>

Shelburne was heavily impacted by the 2008 ice storm, with 3/4 of the town’s residents losing power due to the storm. Impacts were most severe in the northern part of town, where elevations are higher. On October 29, 2011, an early snow storm brought over a foot of snow in some areas of the county. In lower elevations, the snow was heavier and caused many tree limbs, most of which still held their leaves, to break and fall. Power outages were widespread across New England, and lasted over a week in a few places in the Connecticut River valley. The storm impacted the southern section of Shelburne, causing power outages. The storm resulted in costs to the Town of \$16,936 for snow removal and other clean up.

The Hazard Mitigation Committee identified the following winter storms that impacted

Shelburne since the 2014 Multi-Hazard Mitigation Plan:

- In 2017, Route 2 was closed from heavy snow and trees down. The road remained closed for 1-2 days.
- In 2016 a winter storm caused a power outage the night before thanksgiving. Highland Village elder housing lost power overnight and into the next morning. Eversource was able to complete the work by 5pm the next day. The Senior Center was used as an unofficial warming center – the Town has a very good relationship with the senior center, but no written formal agreements are in place. A request was made to use the Buckland-Shelburne Elementary School as a shelter, but there are serious issues with activating the school as a shelter.

### **Probability of Future Events**

Based on previous occurrences and projected climate change impacts, the committee considers the probability of future Severe Winter Storms in Shelburne to be “Very High”, with events that occur at least once each 1-2 years, or a 50 to 100 percent probability in any given year.

Increased sea surface temperature in the Atlantic Ocean will cause air moving north over this ocean to hold more moisture. As a result, when these fronts meet cold air systems moving from the north, an even greater amount of snow than normal can be anticipated to fall on Massachusetts. Climate projections for Massachusetts indicate that in future decades, winter precipitation could increase annually by as much as 0.4-3.9 inches (an increase of 4-35%), but by the end of the century most of this precipitation is likely to fall as rain instead of snow. There are many human and environmental impacts that could result from this change including reduced snow cover for winter recreation and tourism, less spring snow melt to replenish aquifers and lower spring river flows for aquatic ecosystems.

### **Impact**

The phrase “severe winter storm” encapsulates several types of natural hazards, including snowfall, wind, ice, sleet, and freezing rain hazards. Additional natural hazards that can occur as a result of winter storms include sudden and severe drops in temperature. Winter storms can also result in flooding and the destabilization of hillsides as snow or ice melts and begins to run off. The storms can also result in significant structural damage from wind and snow load as well as human injuries and economic and infrastructure impacts.

Shelburne is well-prepared for dealing with the impacts of winter storms. Because of this, the Committee rated the impact of a winter storm event as “limited,” with more than 10 percent of

property in the affected area damaged and complete shutdown of facilities for more than 1 day possible.

## **Vulnerability**

### ***Society***

According to the NOAA National Severe Storms Laboratory, every year, winter weather indirectly and deceptively kills hundreds of people in the U.S., primarily from automobile accidents, overexertion, and exposure. Winter storms are often accompanied by strong winds that create blizzard conditions with blinding wind-driven snow, drifting snow, and extreme cold temperatures with dangerous wind chill. These events are considered deceptive killers because most deaths and other impacts or losses are indirectly related to the storm. Injuries and deaths may occur due to traffic accidents on icy roads, heart attacks while shoveling snow, or hypothermia from prolonged exposure to cold.

Heavy snow can immobilize a region and paralyze a community, shutting down air and rail transportation, stopping the flow of supplies, and disrupting medical and emergency services. Accumulations of snow can cause buildings to collapse and knock down trees and power lines. In rural areas, homes and farms may be isolated for days, and unprotected livestock may perish. In the mountains, heavy snow can lead to avalanches.

The impact of a severe winter storm on life, health, and safety is dependent upon several factors, including the severity of the event and whether or not adequate warning time was provided to residents. Residents may be displaced or require temporary to long-term sheltering. In addition, downed trees, damaged buildings, and debris carried by high winds can lead to injury or loss of life. The entire population of Shelburne is exposed to severe winter weather events.

### **Vulnerable Populations**

Vulnerable populations include the elderly living alone, who are susceptible to winter hazards due to their increased risk of injury and death from falls, overexertion, and/or hypothermia from attempts to clear snow and ice, or injury and death related to power failures. In addition, severe winter weather events can reduce the ability of these populations to access emergency services. People with low socioeconomic status are more vulnerable because they are likely to evaluate their risk and make decisions to evacuate based on the net economic impact on their families. Residents with low incomes may not have access to housing or their housing may be less able to withstand cold temperatures (e.g., homes with poor insulation and heating supply).

The population over the age of 65, individuals with disabilities, and people with mobility limitations or who lack transportation are also more vulnerable because they are more likely to seek or need medical attention, which may not be available due to isolation during a winter storm event. These individuals are also more vulnerable because they may have more difficulty if evacuation becomes necessary. People with limited mobility risk becoming isolated or “snowbound” if they are unable to remove snow from their homes. Rural populations may become isolated by downed trees, blocked roadways, and power outages. Residents relying on private wells could lose access to fresh drinking water and indoor plumbing during a power outage.

Table 3-16 estimates the number of vulnerable populations and households in Shelburne. Individuals and households may fall into multiple categories, so the numbers should not be added. Rather, the table provides Town officials and emergency response personnel with information to help plan for responding to the needs of Shelburne residents during a severe winter storm event.

<b>Table 3-16: Estimated Vulnerable Populations in Shelburne</b>		
<b>Vulnerable Population Category</b>	<b>Number</b>	<b>Percent of Total Population*</b>
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
<b>Vulnerable Household Category</b>	<b>Number</b>	<b>Percent of Total Households*</b>
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%

\*Total population = 1,935; Total households = 881

Note: Individuals and households may be counted under multiple categories.

Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

**Health Impacts**

Cold weather, which is a component of a severe winter storm, increases the risk of hypothermia and frostbite. Exposure to cold conditions can also exacerbate pre-existing respiratory and cardiovascular conditions. In addition to temperature-related dangers, however, severe winter

storms also present other potential health impacts. For example, individuals may use generators in their homes if the power goes out or may use the heat system in their cars if they become trapped by snow. Without proper ventilation, both of these activities can result in carbon monoxide buildup that can be fatal. Loss of power can also lead to hypothermia. After Hurricane Sandy, the number of cases of cold exposure in New York City was three times greater than the same time period in previous years.<sup>19</sup> Driving during severe snow and ice conditions can also be very dangerous, as roads become slick and drivers can lose control of their vehicle. During and after winter storms, roads may be littered with debris, presenting a danger to drivers. Health impacts on people include the inability to travel to receive needed medical services and isolation in their homes. Additionally, natural gas-fueled furnaces, water heaters, and clothes dryers, and even automobile exhaust pipes, may become blocked by snow and ice, which can lead to carbon monoxide poisoning.

### Economic Impacts

The entire building stock inventory in Shelburne is exposed to the severe winter weather hazard. In general, structural impacts include damage to roofs and building frames rather than building content. Heavy accumulations of ice can bring down trees, electrical wires, telephone poles and lines, and communication towers. Communication and power networks can be disrupted for days while utility companies work to repair the extensive damage.

Even small accumulations of ice may cause extreme hazards to motorists and pedestrians. Bridges and overpasses are particularly dangerous because they freeze before other surfaces. A specific area that is vulnerable to the winter storm hazard is the floodplain. Snow and ice melt can cause both riverine and urban flooding. The cost of snow and ice removal and repair of roads from the freeze/thaw process can drain local financial resources. The potential secondary impacts from winter storms, including loss of utilities, interruption of transportation corridors, loss of business functions, and loss of income for many individuals during business closures, also impact the local economy.

Similar to hurricanes and tropical storms, nor'easter events can greatly impact the economy, with impacts that include the loss of business functions (e.g., tourism and recreation), damage to inventories or infrastructure (the supply of fuel), relocation costs, wage losses, and rental losses due to the repair or replacement of buildings.

### ***Infrastructure***

All infrastructure and other elements of the built environment in Shelburne are exposed to the

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<sup>19</sup> Fink, 2012

severe winter weather hazard. Potential structural damage to the facilities themselves may include damage to roofs and building frames. These facilities may not be fully operational if workers are unable to travel to ensure continuity of operations prior and after a severe winter event. Disruptions to key public services such as electricity, transportation, schools, and health care may become more common.<sup>20</sup> Table 3-17 identifies the value of all residential, open space, commercial, industrial, and municipal uses in Town, and the losses that would result from 1%, 5%, and 10% damage to this inventory as a result of a severe winter storm.

<b>Table 3-17: Estimated Potential Loss by Tax Classification</b>				
<b>Tax Classification</b>	<b>Total Assessed Value FY2019</b>	<b>1% Damage Loss Estimate</b>	<b>5% Damage Loss Estimate</b>	<b>10% Damage Loss Estimate</b>
<b>Residential</b>	\$205,752,357	\$2,057,524	\$10,287,618	\$20,575,236
<b>Open Space</b>	\$0	\$0	\$0	\$0
<b>Commercial</b>	\$22,640,071	\$226,401	\$1,132,004	\$2,264,007
<b>Industrial</b>	\$8,705,170	\$87,052	\$435,259	\$870,517
<b>Municipal*</b>	\$13,035,994	\$130,360	\$651,800	\$1,303,599
<b>Total</b>	<b>\$250,133,592</b>	<b>\$2,501,337</b>	<b>\$12,506,681</b>	<b>\$25,013,359</b>

\* Municipal value is the total insured value of municipal buildings (Cowell Gym, Memorial Hall, Police Station, Pratt Memorial Library, Sewer Pump Station, Shelburne Library, Town Garage, and Visitors Center), plus the assessed value of the Buckland Shelburne Elementary School.

Source: Massachusetts Department of Revenue - Division of Local Services, Municipal Databank/Local Aid Section.

Agriculture

Severe winter weather can lead to flooding in low-lying agricultural areas. Ice that accumulates on branches in orchards and forests can cause branches to break, while the combination of ice and wind can fell trees. Storms that occur in spring can delay planting schedules. Frost that occurs after warmer periods in spring can cause cold weather dieback and damage new growth.

Energy

Severe weather can cause power outages from trees that fall during heavy snow and strong wind events. Severe ice events can take down transmission and distribution lines. The severe weather can impair a utility’s ability to rapidly repair and recover the system.

Public Health

Severe winter weather presents many health hazards, as previously described in the discussion of the severe winter storm/nor’easter hazard profile. Severe winter storms and events with extended power outages may overburden hospitals and emergency shelters.

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<sup>20</sup> Resilient MA 2018

### Public Safety

Public safety buildings may experience direct loss (damage) from downed trees, heavy snowfall, and high winds. Full functionality of critical facilities, such as police, fire and medical facilities, is essential for response during and after a winter storm event. Because power interruptions can occur, backup power is recommended for critical facilities and infrastructure. The ability of emergency responders to respond to calls may be impaired by heavy snowfall, icy roads, and downed trees.

### Transportation

Other infrastructure elements at risk for this hazard include roadways, which can be obstructed by snow and ice accumulation or by windblown debris. Additionally, over time, roadways can be damaged from the application of salt and the thermal expansion and contraction from alternating freezing and warming conditions. Other types of infrastructure, including rail, aviation, port, and waterway infrastructure (if temperatures are cold enough to cause widespread freezing), can be impacted by winter storm conditions.

### Water Infrastructure

Water infrastructure that is exposed to winter conditions may freeze or be damaged by ice.

### ***Environment***

Although winter storms are a natural part of the Massachusetts climate, and native ecosystems and species are well adapted to these events, changes in the frequency or severity of winter storms could increase their environmental impacts. Environmental impacts of severe winter storms can include direct mortality of individual plants and animals and felling of trees, which can damage the physical structure of the ecosystem. Similarly, if large numbers of plants or animals die as the result of a storm, their lack of availability can impact the food supply for animals in the same food web. If many trees fall or die within a small area, they can release large amounts of carbon as they decay. This unexpected release can cause further imbalance in the local ecosystem. The flooding that results when snow and ice melt can also cause extensive environmental impacts. Nor'easters can cause impacts that are similar to those of hurricanes and tropical storms and flooding. These impacts can include direct damage to species and ecosystems, habitat destruction, and the distribution of contaminants and hazardous materials throughout the environment.

### ***Vulnerability Summary***

Based on the above assessment, Shelburne faces a "High" vulnerability from severe snow storms and ice storms. Severe Winter Storms / Ice Storms occur frequently in Shelburne.

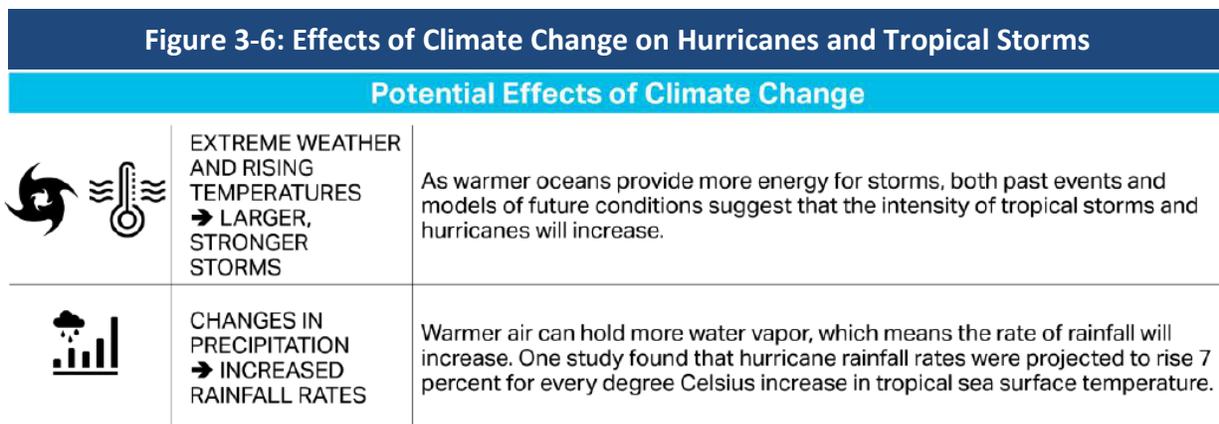
However, the severity of impact is typically limited. The following problem statements summarize Shelburne’s areas of greatest concern regarding severe winter storms.

Severe Winter Storm Hazard Problem Statements
<ul style="list-style-type: none"> <li>• Shelburne is situated on a slope, with higher elevations in the northern part and lower elevations in the south. Shelburne therefore is vulnerable to storms that impact higher and lower elevations. Residents in the higher elevations may be without power for longer periods of time after outages and be harder to reach during emergencies or evacuation efforts.</li> </ul>
<ul style="list-style-type: none"> <li>• Elderly and disabled residents are more vulnerable during severe winter weather, especially those who do not own or drive a car, or lack sufficient social support to ensure their care and safety during emergencies.</li> </ul>
<ul style="list-style-type: none"> <li>• Shelburne residents who rely on private wells for water are at risk during prolonged power outages caused by severe winter storms.</li> </ul>
<ul style="list-style-type: none"> <li>• Shelburne’s emergency shelter at the Mohawk Trail Regional School in Buckland may be difficult to access during severe winter weather.</li> </ul>
<ul style="list-style-type: none"> <li>• Shelburne’s reliance on Route 2 as the major transportation and evacuation route in town places residents and emergency responders at risk if the road becomes impassable due to severe winter driving conditions or the impacts of a severe winter storm.</li> </ul>
<ul style="list-style-type: none"> <li>• Shelburne has mobile back-up generators, but electrical work is needed at several Town buildings in order to use the generators.</li> </ul>

## HURRICANES / TROPICAL STORMS

### Potential Effects of Climate Change

A 2017 U.S. Climate Science Special Report noted that there has been an upward trend in North Atlantic hurricane activity since 1970. The report forecasts that future hurricanes formed in the North Atlantic will drop more rain and may have higher wind speeds. This is because a warmer atmosphere will hold more water, and hurricanes are efficient at wringing water out of the atmosphere and dumping it on land. When extreme storms like Tropical Storm Irene travel over inland areas, they may release large quantities of precipitation and cause rivers to overtop their banks. Irene dumped more than 10 inches of rain in western Massachusetts. Buildings floated downriver in Shelburne Falls, flooded highways were closed, and 400,000 utility customers lost power (resilient MA, 2018). Figure 3-6 displays the potential effects of climate change on hurricanes and tropical storms from the Massachusetts State Hazard Mitigation and Climate Adaptation Plan.



Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

Hurricanes can range from as small as 50 miles across to as much as 500 miles across; Hurricane Allen in 1980 took up the entire Gulf of Mexico. There are generally two source regions for storms that have the potential to strike New England: (1) off the Cape Verde Islands near the west coast of Africa, and (2) in the Bahamas. The Cape Verde storms tend to be very large in diameter, since they have a week or more to traverse the Atlantic Ocean and grow. The Bahamas storms tend to be smaller, but they can also be just as powerful, and their effects can reach New England in only a day or two.

Tropical systems customarily come from a southerly direction and when they accelerate up the

East Coast of the U.S., most take on a distinct appearance that is different from a typical hurricane. Instead of having a perfectly concentric storm with heavy rain blowing from one direction, then the calm eye, then the heavy rain blowing from the opposite direction, our storms (as viewed from satellite and radar) take on an almost winter-storm-like appearance. Although rain is often limited in the areas south and east of the track of the storm, these areas can experience the worst winds and storm surge. Dangerous flooding occurs most often to the north and west of the track of the storm. An additional threat associated with a tropical system making landfall is the possibility of tornado generation. Tornadoes would generally occur in the outer bands to the north and east of the storm, a few hours to as much as 15 hours prior to landfall.

The official hurricane season runs from June 1 to November 30. In New England, these storms are most likely to occur in August, September, and the first half of October. This is due in large part to the fact that it takes a considerable amount of time for the waters south of Long Island to warm to the temperature necessary to sustain the storms this far north. Also, as the region progresses into the fall months, the upper-level jet stream has more dips, meaning that the steering winds might flow from the Great Lakes southward to the Gulf States and then back northward up the eastern seaboard. This pattern would be conducive for capturing a tropical system over the Bahamas and accelerating it northward.

### ***Tropical Storms***

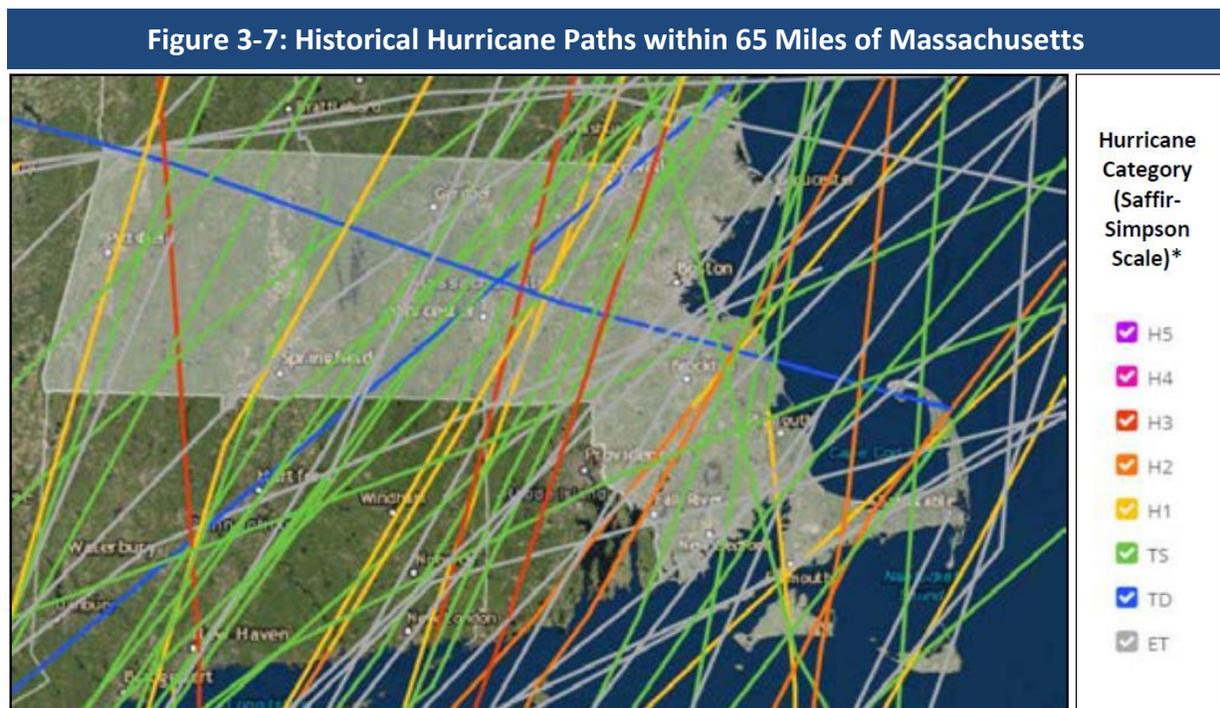
A tropical storm system is characterized by a low-pressure center and numerous thunderstorms that produce strong winds and heavy rain (winds are at a lower speed than hurricane-force winds, thus gaining its status as a tropical storm versus a hurricane). Tropical storms strengthen when water evaporated from the ocean is released as the saturated air rises, resulting in condensation of water vapor contained in the moist air. They are fueled by a different heat mechanism than other cyclonic windstorms, such as nor'easters and polar lows. The characteristic that separates tropical cyclones from other cyclonic systems is that at any height in the atmosphere, the center of a tropical cyclone will be warmer than its surroundings—a phenomenon called “warm core” storm systems.

The term “tropical” refers both to the geographical origin of these systems, which usually form in tropical regions of the globe, and to their formation in maritime tropical air masses. The term “cyclone” refers to such storms’ cyclonic nature, with counterclockwise wind flow in the Northern Hemisphere and clockwise wind flow in the Southern Hemisphere.

**Location**

Because of the hazard’s regional nature, all of Shelburne is at risk from hurricanes and tropical storms, with a “large” location of occurrence with over 50 percent of land area affected. Ridge tops are more susceptible to wind damage. Inland areas, especially those in floodplains, are also at risk for flooding from heavy rain and wind damage. The majority of the damage following hurricanes and tropical storms often results from residual wind damage and inland flooding, as was demonstrated during recent tropical storms.

NOAA’s Historical Hurricane Tracks tool is a public interactive mapping application that displays Atlantic Basin and East-Central Pacific Basin tropical cyclone data. This interactive tool tracks tropical cyclones from 1842 to 2017. According to this resource, over the time frame tracked, 63 events categorized as an extra-tropical storm or higher occurred within 65 nautical miles of Massachusetts. The tracks of these storms are shown in Figure 3-7. As this figure shows, the paths of these storms vary across the Commonwealth, but are more likely to occur toward the coast.



Source: NOAA, n.d. \* TS=Tropical Storm, TD=Tropical Depression

**Extent**

Hurricanes are measured according to the Saffir-Simpson scale, which categorizes or rates

hurricanes from 1 (minimal) to 5 (catastrophic) based on their intensity. This is used to give an estimate of the potential property damage and flooding expected from a hurricane landfall. Wind speed is the determining factor in the scale. All winds are assessed using the U.S. 1-minute average, meaning the highest wind that is sustained for 1 minute. The Saffir-Simpson Scale described in Table 3-19 gives an overview of the wind speeds and range of damage caused by different hurricane categories.

Table 3-19: Saffir-Simpson Scale		
Scale No. (Category)	Winds (mph)	Potential Damage
1	74 – 95	Minimal: Damage is primarily to shrubbery and trees, mobile homes, and some signs. No real damage is done to structures.
2	96 – 110	Moderate: Some trees topple; some roof coverings are damaged; and major damage is done to mobile homes.
3	111 – 130	Extensive: Large trees topple; some structural damage is done to roofs; mobile homes are destroyed; and structural damage is done to small homes and utility buildings.
4	131 – 155	Extreme: Extensive damage is done to roofs, windows, and doors; roof systems on small buildings completely fail; and some curtain walls fail.
5	> 155	Catastrophic: Roof damage is considerable and widespread; window and door damage is severe; there are extensive glass failures; and entire buildings could fail.
<b>Additional Classifications</b>		
Tropical Storm	39-73	NA
Tropical Depression	< 38	NA

Source: NOAA, n.d. Note: mph = miles per hour, NA = not applicable

Tropical storms and tropical depressions, while generally less dangerous than hurricanes, can be deadly. The winds of tropical depressions and tropical storms are usually not the greatest threat; rather, the rains, flooding, and severe weather associated with the tropical storms are what customarily cause more significant problems. Serious power outages can also be associated with these types of events. After Hurricane Irene passed through the region as a tropical storm in late August 2011, many areas of the Commonwealth were without power for more than 5 days.

While tropical storms can produce extremely powerful winds and torrential rain, they are also able to produce high waves, damaging storm surge, and tornadoes. They develop over large bodies of warm water and lose their strength if they move over land due to increased surface friction and loss of the warm ocean as an energy source. Heavy rains associated with a tropical

storm, however, can produce significant flooding inland, and storm surges can produce extensive coastal flooding up to 25 miles from the coastline.

One measure of the size of a tropical cyclone is determined by measuring the distance from its center of circulation to its outermost closed isobar. If the radius is less than 2 degrees of latitude, or 138 miles, then the cyclone is “very small.” A radius between 3 and 6 degrees of latitude, or 207 to 420 miles, is considered “average-sized.” “Very large” tropical cyclones have a radius of greater than 8 degrees, or 552 miles.

### **Previous Occurrences**

According to NOAA’s Historical Hurricane Tracker tool, 63 hurricane or tropical storm events have occurred in the vicinity of Massachusetts between 1842 and 2016. The Commonwealth was impacted by tropical storms Jose and Phillipe in 2017. Therefore, there is an average of one storm every other year or 0.5 storms per year. Storms severe enough to receive FEMA disaster declarations, however, are far rarer, occurring every 9 years on average. The Commonwealth has not been impacted by any Category 4 or 5 hurricanes; however, Category 3 storms have historically caused widespread flooding. Winds have caused sufficient damage to impair the ability of individuals to remain in their homes.

In Massachusetts, major hurricanes occurred in 1904, 1938, 1954, 1955, 1960 and 1976, 1985, 1991 and 2010. The Great New England Hurricane of 1938, a Category 3 hurricane which occurred on September 21, 1938, was one of the most destructive and powerful storms ever to strike Southern New England. Sustained hurricane force winds occurred throughout most of Southern New England. Extensive damage occurred to roofs, trees and crops. Widespread power outages occurred, which in some areas lasted several weeks. Rainfall from this hurricane resulted in severe river flooding across sections of Massachusetts and Connecticut. The combined effects from a frontal system several days earlier and the hurricane produced rainfall of 10 to 17 inches across most of the Connecticut River Valley. This resulted in some of the worst flooding ever recorded in this area. The most recent hurricane to make landfall in Franklin County was Hurricane Bob, a weak category 2 hurricane, which made landfall in New England in August 1991. In Franklin County, Hurricane Bob caused roughly \$5,555,556 in property and crop damages. No hurricane has tracked directly through the Town of Shelburne.

Historic data for hurricane and tropical storm events indicate one hurricane and 17 tropical storms have been recorded in Franklin County. Hurricane Bob in 1991 caused over \$5.5 million in property damage in the county, and over \$500,000 in crop damage. In 2011, Tropical Storm Irene caused over \$26 million in property damage in Franklin County, mostly from flooding impacts.

## Probability of Future Events

A 2017 U.S. Climate Science Special Report noted that there has been an upward trend in North Atlantic hurricane activity since 1970. The report forecasts that future hurricanes formed in the North Atlantic will drop more rain and may have higher wind speeds. This is because a warmer atmosphere will hold more water, and hurricanes are efficient at wringing water out of the atmosphere and dumping it on land.<sup>21</sup>

The entire Town of Shelburne is at risk to the effects of hurricanes and tropical storms. Shelburne's location in western Massachusetts reduces the risk of extremely high winds that are associated with hurricanes, although it can experience some high wind events. Based upon past occurrences and future projections, Shelburne has a moderate probability of experiencing a hurricane or tropical storm event, from once in 5 years to once in 50 years, or a 2%-25% probability in the next year.

## Impact

With the memory of Tropical Storm Irene still fresh to Shelburne residents and municipal personnel, the Town assessed its vulnerability to the impacts of a Hurricane/Tropical Storm occurrence as potentially "catastrophic", with multiple deaths and injuries possible, more than 50% of property in affected area damaged or destroyed, and complete shutdown of facilities for 30 days or more.

## Vulnerability

The entire town would be vulnerable to the impact of a hurricane or tropical storm. Areas prone to flooding are particularly vulnerable. Additionally high winds could impact the town's communication and energy infrastructure.

## Society

### Vulnerable Populations

Populations that live or work in proximity to facilities that use or store toxic substances are at greater risk of exposure to these substances during a flood event. In Shelburne, many farmers store agricultural chemicals on their properties. Given that much farmland is located in or near

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<sup>21</sup> ResilientMA: Climate Change Clearing House for the Commonwealth: <http://resilientma.org/changes/extreme-weather>. Accessed January 11, 2019.

floodplains and their adjacent water bodies, the potential for an accidental hazardous materials spill to impact water quality is present. Hazardous materials are also stored at public, private, institutional, and other buildings in Town and represent a similar concern. In addition, a freight rail line travels along the Deerfield River and near the village center (on the Buckland side of the Deerfield River), placing the populations living within close proximity to the railroad at higher risk to a hazardous material spill. Manmade Hazards are discussed in greater detail in that section.

Among the exposed populations, the most vulnerable include people with low socioeconomic status, people over the age of 65, people with medical needs, and those with low English language fluency. For example, people with low socioeconomic status are likely to consider the economic impacts of evacuation when deciding whether or not to evacuate. Individuals with medical needs may have trouble evacuating and accessing needed medical care while displaced. Those who have low English language fluency may not receive or understand the warnings to evacuate. During and after an event, rescue workers and utility workers are vulnerable to impacts from high water, swift currents, rescues, and submerged debris. Vulnerable populations may also be less likely to have adequate resources to recover from the loss of their homes and jobs or to relocate from a damaged neighborhood.

Table 3-20 estimates the number of vulnerable populations and households in Shelburne. Individuals and households may fall into multiple categories, so the numbers should not be added. Rather, the table provides Town officials and emergency response personnel with information to help plan for responding to the needs of Shelburne residents during a hurricane or tropical storm event.

<b>Table 3-20: Estimated Vulnerable Populations in Shelburne</b>		
<b>Vulnerable Population Category</b>	<b>Number</b>	<b>Percent of Total Population*</b>
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
<b>Vulnerable Household Category</b>	<b>Number</b>	<b>Percent of Total Households*</b>
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%

\*Total population = 1,935; Total households = 881

Note: Individuals and households may be counted under multiple categories.

Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

Health Impacts

The health impacts from hurricanes and tropical storms can generally be separated into impacts from flooding and impacts from wind. The potential health impacts of flooding are extensive, and are discussed in detail in the Flooding section. In general, some of the most serious flooding-related health threats include floodwaters sweeping away individuals or cars, downed power lines, and exposure to hazards in the water, including dangerous animals or infectious organisms. Contact with contaminated floodwaters can cause gastrointestinal illness.

Wind-related health threats associated with hurricanes are most commonly caused by projectiles propelled by the storm’s winds. Wind- and water-caused damage to residential structures can also increase the risk of threat impacts by leaving residents more exposed to the elements. Hurricanes that occur later in the year also increase the risk of hypothermia.

Economic Impacts

In addition to the human costs that extreme storms deliver when they permanently or temporarily displace people, the repair and reconstruction costs after storm damage can be enormous for homeowners and businesses. When bridges and culverts have been washed away and roads damaged, municipal and state agencies must secure the resources for expensive recovery projects in limited municipal budgets and from Federal disaster grant programs that are increasingly over-subscribed. Electrical grid, power plants and wastewater infrastructure

repair costs are all expected to increase in the future.<sup>22</sup>

**Infrastructure**

Hurricanes and tropical storms could catastrophically impact the Town, with a potential of more than 50% of property in affected area damaged or destroyed. Residential and commercial buildings built along rivers may be vulnerable to severe damage. Potential structural damage to the facilities themselves may include damage to roofs and building frames. These facilities may not be fully operational if workers are unable to travel to ensure continuity of operations prior and after a severe winter event. Table 3-21 identifies the value of all residential, open space, commercial, industrial, and municipal uses in Town, and the losses that would result from 1%, 5%, and 10% damage to this inventory as a result of a hurricane or tropical storm.

<b>Table 3-21: Estimated Potential Loss by Tax Classification</b>				
<b>Tax Classification</b>	<b>Total Assessed Value FY2019</b>	<b>1% Damage Loss Estimate</b>	<b>5% Damage Loss Estimate</b>	<b>10% Damage Loss Estimate</b>
<b>Residential</b>	\$205,752,357	\$2,057,524	\$10,287,618	\$20,575,236
<b>Open Space</b>	\$0	\$0	\$0	\$0
<b>Commercial</b>	\$22,640,071	\$226,401	\$1,132,004	\$2,264,007
<b>Industrial</b>	\$8,705,170	\$87,052	\$435,259	\$870,517
<b>Municipal*</b>	\$13,035,994	\$130,360	\$651,800	\$1,303,599
<b>Total</b>	<b>\$250,133,592</b>	<b>\$2,501,337</b>	<b>\$12,506,681</b>	<b>\$25,013,359</b>

\* Municipal value is the total insured value of municipal buildings (Cowell Gym, Memorial Hall, Police Station, Pratt Memorial Library, Sewer Pump Station, Shelburne Library, Town Garage, and Visitors Center) as of 2017, and the FY2019 assessed value of the Buckland Shelburne Elementary School.

Source: Massachusetts Department of Revenue - Division of Local Services, Municipal Databank/Local Aid Section.

Energy

Hurricanes and tropical storms often result in power outages and contact with damaged power lines during and after a storm, which may result in electrocution.

Public Health

Combined sewer overflows associated with heavy rainfall can release contaminants, chemicals, and pathogens directly into the environment and into water systems. If a mass outbreak of waterborne illness were to occur, hospitals and medical providers may lack the capacity to treat patients.

<sup>22</sup> ResilientMA: Climate Change Clearing House for the Commonwealth: <http://resilientma.org/changes/extreme-weather>. Accessed January 29, 2019.

### Public Safety

Critical infrastructure, including local and state-owned police and fire stations, other public safety buildings, and facilities that serve as emergency operation centers may experience direct loss (damage) during a hurricane or tropical storm. Emergency responders may also be exposed to hazardous situations when responding to calls. Road blockages caused by downed trees may impair travel. The 2010 Shelburne CEM Plan lists the radio tower on Cooper Lane, the stone tower on Tower Road, and the radio complex on Old Albany Road as areas of town that are susceptible to impacts from hurricanes.

### Transportation

Some roads and bridges are also considered critical infrastructure, particularly those providing ingress and egress and allowing emergency vehicles access to those in need. Costly damage to roads, bridges, and rail networks may occur as a result of hurricanes.<sup>23</sup>

### Water and Wastewater Infrastructure

Wastewater treatment centers may face elevated risks of damage and destruction from hurricanes (resilient MA, 2018). Heavy rains can lead to contamination of well water and can release contaminants from septic systems (DPH, 2014). Heavy rainfall can also overburden stormwater systems, drinking water supplies, and sewage systems. Flooding of the well heads which supply drinking water to Shelburne and Buckland will continue to be an issue, due to the close proximity of the wells to the North River. In 2013, the Water Department moved electrical equipment out of the floodplain to safeguard against losing power due to flooding. However, even if power is sustained, the well heads will need to be sanitized for public health reasons if they become submerged by flood waters.

### ***Environment***

The environmental impacts of hurricanes and tropical storms are similar to those described for other hazards, including flooding, severe winter storms and other severe weather events. As described for human health, environmental impacts can generally be divided into short-term direct impacts and long-term impacts. As the storm is occurring, flooding may disrupt normal ecosystem function and wind may fell trees and other vegetation. Additionally, wind-borne or waterborne detritus can cause mortality to animals if they are struck or transported to a non-suitable habitat.

In the longer term, impacts to natural resources and the environment as a result of hurricanes and tropical storms are generally related to changes in the physical structure of ecosystems. For

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<sup>23</sup> Resilient MA 2018.

example, flooding may cause scour in riverbeds and erode riverbanks, modifying the river ecosystem and depositing the scoured sediment in another location. Similarly, trees that fall during the storm may represent lost habitat for local species, or they may decompose and provide nutrients for the growth of new vegetation. If the storm spreads pollutants into natural ecosystems, contamination can disrupt food and water supplies, causing widespread and long-term population impacts on species in the area.

### ***Vulnerability Summary***

Based on the above analysis, Shelburne faces a high vulnerability from hurricanes and tropical storms. While hurricane and tropical storms do not impact Shelburne frequently, the Vulnerability Assessment revealed an occurrence could catastrophically impact the Town, with potential multiple injuries to citizens possible and with a potential of more than 50% of property in affected areas damaged or destroyed. The following problem statements summarize Shelburne's greatest areas of concern regarding hurricanes and tropical storms.

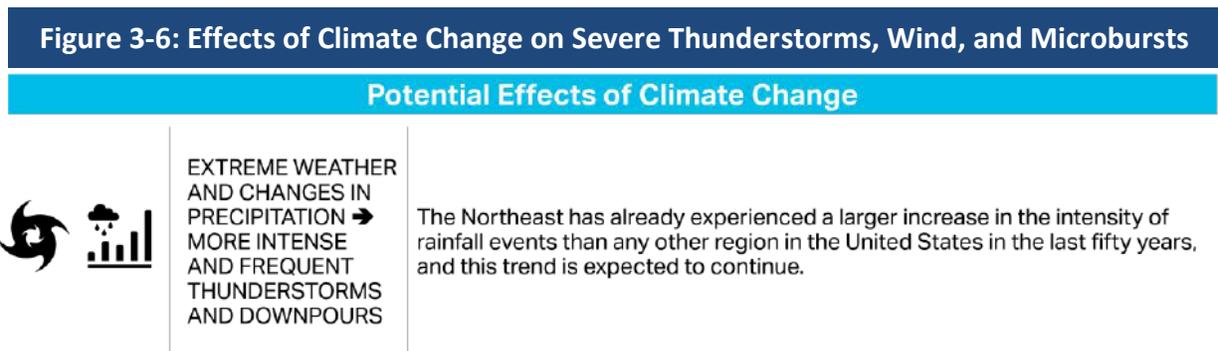
**Hurricane / Tropical Storm Hazard Problem Statements**

- The Village of Shelburne Falls, including many homes, businesses, municipal buildings and resources are vulnerable to flooding due to heavy precipitation associated with hurricanes and tropical storms.
- The Iron Bridge and the Bridge of Flowers over the Deerfield River, including the water and sewer mains located on the bridges, are vulnerable to flooding due to heavy precipitation associated with hurricanes and tropical storms.
- Elderly and disabled residents living in the village are more vulnerable during flood events, especially those who do not own or drive a car, or lack sufficient social support to ensure their care and safety during emergencies.
- While the chance is low, a dam failure due to heavy precipitation associated with hurricanes and tropical storms at one or more of the dams upstream from Shelburne, including the Harriman Dam in Vermont, would result in devastating flooding to many parts of Shelburne Falls.
- Heavy precipitation associated with hurricanes and tropical storms exacerbates flooding issues at road/stream crossings as well as landslide potential, including known locations on Hinsdale Brook along Brook Road and Dragon Brook.
- Shelburne’s emergency shelter at the Mohawk Trail Regional School in Buckland is located on the other side of the Deerfield River, compromising its usefulness as a shelter if access to the building is affected by flooding.
- Shelburne’s reliance on Route 2 as the major transportation and evacuation route in town places residents and emergency responders at risk if the road becomes blocked by drainage-driven flooding or storm debris.
- Emergency Communication Infrastructure in several areas of town are susceptible to impacts from hurricanes, including the radio tower on Cooper Lane, the stone tower on Tower Road, and the radio complex on Old Albany Road.
- The Shelburne Town Hall lacks redundancy and digital backup for public records. Some, but not all, records are backed up. If the building were flooded or compromised by a hurricane/tropical storm, all public records stored there could be lost and many of them unreplaceable.
- Shelburne residents relying on private wells for water are at risk during prolonged power outages caused by a hurricane/tropical storm.
- Shelburne has mobile back-up generators, but electrical work is needed at several Town buildings in order to use the generators.

## SEVERE THUNDERSTORMS / WIND / MICROBURSTS

### Potential Effects of Climate Change

Climate change is expected to increase extreme weather events across the globe and in Massachusetts. Climate change leads to extreme weather because of warmer air and ocean temperatures and changing air currents. Warmer air leads to more evaporation from large water bodies and holds more moisture, so when clouds release their precipitation, there is more of it. In addition, changes in atmospheric air currents like jet streams and ocean currents can cause changes in the intensity and duration of stormy weather. While it is difficult to connect one storm to a changing climate, scientists point to the northeastern United States as one of the regions that is most vulnerable to an increase in extreme weather driven by climate change.<sup>24</sup>



Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

A thunderstorm is a storm originating in a cumulonimbus cloud. Cumulonimbus clouds produce lightning, which locally heats the air to 50,000 degrees Celsius, which in turn produces an audible shock wave, known as thunder. Frequently during thunderstorm events, heavy rain and gusty winds are present. Less frequently, hail is present, which can become very large in size. Tornadoes can also be generated during these events. According to the National Weather Service, a thunderstorm is classified as “severe” when it produces damaging wind gusts in excess of 58 mph (50 knots), hail that is 1 inch in diameter or larger (quarter size), or a tornado.

Every thunderstorm has an updraft (rising air) and a downdraft (sinking air). Sometimes strong downdrafts known as downbursts can cause tremendous wind damage that is similar to that of

<sup>24</sup> ResilientMA: Climate Change Clearing House for the Commonwealth: <http://resilientma.org/changes/extreme-weather>. Accessed January 29, 2019.

a tornado. A small (less than 2.5 mile path) downburst is known as a “microburst” and a larger downburst is called a “macro-burst.” An organized, fast-moving line of microbursts traveling across large areas is known as a “derecho.” These occasionally occur in Massachusetts. Winds exceeding 100 mph have been measured from downbursts in Massachusetts.

Wind is air in motion relative to surface of the earth. For non-tropical events over land, the NWS issues a Wind Advisory (sustained winds of 31 to 39 mph for at least 1 hour or any gusts 46 to 57 mph) or a High Wind Warning (sustained winds 40+ mph or any gusts 58+ mph). For non-tropical events over water, the NWS issues a small craft advisory (sustained winds 25-33 knots), a gale warning (sustained winds 34-47 knots), a storm warning (sustained winds 48 to 63 knots), or a hurricane force wind warning (sustained winds 64+ knots). For tropical systems, the NWS issues a tropical storm warning for any areas (inland or coastal) that are expecting sustained winds from 39 to 73 mph. A hurricane warning is issued for any areas (inland or coastal) that are expecting sustained winds of 74 mph. Effects from high winds can include downed trees and/or power lines and damage to roofs, windows, and other structural components. High winds can cause scattered power outages. High winds are also a hazard for aircraft.

### **Location**

The entire town of Shelburne is at risk for severe thunderstorms, wind and microbursts, with a “Large” location of occurrence, in which more than 50% of the town is affected.

### **Extent**

An average thunderstorm is 15 miles across and lasts 30 minutes; severe thunderstorms can be much larger and longer. The severity of thunderstorms can vary widely, from commonplace and short-term events to large-scale storms that result in direct damage and flooding.

Thunderstorms can cause hail, wind, and flooding, with widespread flooding the most common characteristic that leads to a storm being declared a disaster. The severity of flooding varies widely based both on characteristics of the storm itself and the region in which it occurs.

Lightning can occasionally also present a severe hazard. Southern New England typically experiences 10 to 15 days per year with severe thunderstorms.

Microbursts are typically less than three miles across. They can last anywhere from a few seconds to several minutes. Microbursts cause damaging winds up to 170 miles per hour in strength and can be accompanied by precipitation.

Shelburne is susceptible to high winds from several types of weather events: before and after frontal systems, hurricanes and tropical storms, severe thunderstorms and tornadoes, and nor'easters. Sometimes, wind gusts of only 40 to 45 mph can cause scattered power outages from downed trees and wires. This is especially true after periods of prolonged drought or excessive rainfall, since both are situations that can weaken the root systems and make them more susceptible to the winds' effects. Winds measuring less than 30 mph are not considered to be hazardous under most circumstances. Wind speeds in a hurricane are measured using the Saffir-Simpson scale. Another scale developed for measuring wind is the Beaufort wind scale (see Figure 3-7).

**Figure 3-7: Beaufort Wind Scale**

Beaufort number	Wind Speed (mph)	Seaman's term		Effects on Land
0	Under 1	Calm		Calm; smoke rises vertically.
1	1-3	Light Air		Smoke drift indicates wind direction; vanes do not move.
2	4-7	Light Breeze		Wind felt on face; leaves rustle; vanes begin to move.
3	8-12	Gentle Breeze		Leaves, small twigs in constant motion; light flags extended.
4	13-18	Moderate Breeze		Dust, leaves and loose paper raised up; small branches move.
5	19-24	Fresh Breeze		Small trees begin to sway.
6	25-31	Strong Breeze		Large branches of trees in motion; whistling heard in wires.
7	32-38	Moderate Gale		Whole trees in motion; resistance felt in walking against the wind.
8	39-46	Fresh Gale		Twigs and small branches broken off trees.
9	47-54	Strong Gale		Slight structural damage occurs; slate blown from roofs.
10	55-63	Whole Gale		Seldom experienced on land; trees broken; structural damage occurs.
11	64-72	Storm		Very rarely experienced on land; usually with widespread damage.
12	73 or higher	Hurricane Force		Violence and destruction.

Source: Developed in 1805 by Sir Francis Beaufort

**Previous Occurrences**

Since 1996, a total of 13 high wind events occurred in Franklin County (Table 3-21), causing a

total of \$288,000 in property damages. High winds are defined by the National Weather Service as sustained non-convective winds of 35 knots (40 mph) or greater lasting for 1 hour or longer, or gusts of 50 knots (58 mph) or greater for any duration. The probability of future high wind events is expected to increase as a result of climate projections for the state that suggest a greater occurrence of severe weather events in the future.

<b>Table 3-21: High Wind Events in Franklin County</b>			
<b>Year</b>	<b># of High Wind Events</b>	<b>Annual Property Damage</b>	<b>Annual Crop Damage</b>
1996	2	\$0	\$0
1999	1	\$0	\$0
2003	2	\$130,000	\$0
2004	1	\$30,000	\$0
2005	1	\$10,000	\$0
2006	3	\$68,000	\$0
2011	1	\$15,000	\$0
2013	2	\$35,000	\$0
<b>Total</b>	<b>13</b>	<b>\$288,000</b>	<b>\$0</b>

Source: NOAA Storm Events Database: <https://www.ncdc.noaa.gov/stormevents/>

Thunderstorm winds are defined by the National Weather Service as winds arising from convection (occurring within 30 minutes of lightning being observed or detected) with speeds of at least 50 knots (58 mph), or winds of any speed (non-severe thunderstorm winds below 50 knots) producing a fatality, injury, or damage. From 1998 to 2016, Shelburne experienced 20 thunderstorm wind events (Table 3-22). The events that caused the most property damage include: May 26, 2010, when significant wind damage was produced throughout much of the Connecticut River Valley with numerous trees and wires down and widespread power outages, with damages worth \$25,000 occurring in Shelburne; and July 6, 2011, when \$10,000 in damages was caused by downed trees and wires on Brook Road. The May 2010 storm also resulted in the closure of Route 2 in Shelburne for several days due to downed power lines and trees.

Table 3-22: Thunderstorm Wind Events in Shelburne				
Year	# of Events	Annual Property Damage	Annual Crop Damage	Event Description
1998	1	\$0	\$0	
1999	1	\$0	\$0	
2001	1	\$0	\$0	
2002	1	\$5,000	\$0	
2007	1	\$0	\$0	Thunderstorms downed large tree limbs in Shelburne and Conway.
2008	4	\$11,000	\$0	Numerous large trees were downed by thunderstorm winds; including one that blocked North Road.
				A large tree on Old Greenfield Road was downed onto wires by thunderstorm winds.
				Trees were downed by thunderstorm winds.
2010	1	\$25,000	\$0	Trees and wires downed by thunderstorm winds, resulting in numerous road closures and power outages.
2011	1	\$10,000	\$0	Trees and wires on Brook Road were downed by thunderstorm winds.
2013	3	\$13,000	\$0	A tree and wires were downed on Route 2
				Trees were downed in Shelburne Falls on Route 2 at State Road
2014	2	\$11,000	\$0	A tree was downed by thunderstorm winds, blocking Shelburne Center Road.
				Trees and wires on Taylor Road and Guy Manners Road were downed by thunderstorm winds.
2015	1	\$15,000	\$0	Trees and wires on South Shelburne Road, Lucy Fiske Road, and Bardwells Ferry Road were downed by thunderstorm winds.
2016	3	\$15,000	\$0	A tree just east of Gould's Sugar House on Route 2 was downed by thunderstorm winds.
				A tree on Bardwells Ferry Road was downed onto wires by thunderstorm winds.
				A tree was downed onto wires.
<b>Total</b>	<b>20</b>	<b>\$105,000</b>	<b>\$0</b>	

Source: NOAA Storm Events Database: <https://www.ncdc.noaa.gov/stormevents/>

Secondary hazards of thunderstorms and severe weather include lightning and hail. In Franklin County, 22 lightning events since 1997 caused a total of \$835,500 in property damages (Table 3-23). One lightning event in Shelburne in May 2013 resulted in a house fire with damages estimated at \$25,000.

<b>Table 3-23: Lightning Events in Franklin County</b>			
<b>Year</b>	<b># of Lightning Events</b>	<b>Annual Property Damage</b>	<b>Annual Crop Damage</b>
1997	1	\$3,000	\$0
2001	1	\$20,000	\$0
2002	1	\$15,000	\$0
2004	1	\$35,000	\$0
2005	1	\$50,000	\$0
2008	1	\$10,000	\$0
2010	2	\$25,000	\$0
2012	1	\$500,000	\$0
2013	4	\$49,000	\$0
2014	3	\$93,000	\$0
2018	6	\$35,500	\$0
<b>Total</b>	<b>22</b>	<b>\$835,500</b>	<b>\$0</b>

Source: NOAA Storm Events Database: <https://www.ncdc.noaa.gov/stormevents/>

A total of 42 hail events have been reported in Franklin County since 1998 (Table 3-24). Property damage was only recorded for one event, in the amount of \$5,000. In Shelburne two hail events occurred during this time period. One event in 2008 resulted in \$50,000 in crop damages. Pea to marble size hail fell in a swath from Colrain to Shelburne damaging apple and peach orchards. An estimated 45 acres of apples and two to three acres of peaches were damaged by the hail.

Table 3-24: Hail Events in Franklin County			
Year	# of Hail Events	Annual Property Damage	Annual Crop Damage
1998	4	\$0	\$0
2000	1	\$0	\$0
2001	1	\$0	\$0
2003	1	\$0	\$0
2004	2	\$0	\$0
2005	3	\$5,000	\$0
2007	5	\$0	\$0
2008	7	\$0	\$50,000
2009	2	\$0	\$0
2010	4	\$0	\$0
2011	4	\$0	\$0
2012	1	\$0	\$0
2013	3	\$0	\$0
2017	3	\$0	\$0
2018	1	\$0	\$0
<b>Total</b>	<b>42</b>	<b>\$5,000</b>	<b>\$50,000</b>

Source: NOAA Storm Events Database: <https://www.ncdc.noaa.gov/stormevents/>

### Probability of Future Events

According to the National Weather Service, Massachusetts experiences between 20 to 30 thunderstorm days each year. Based on past occurrences, there is a “Very High” probability (50% - 100% chance) of a severe thunderstorm or winds affecting the town in a given year. Climate change is expected to increase the frequency and intensity of thunderstorms and other severe weather.

### Impact

The entire town of Shelburne is vulnerable to high winds that can cause extensive damage. The U.S. is divided into four wind zones. States located in Wind Zone IV have experienced the greatest number of tornadoes and the strongest tornadoes. The Commonwealth is located within Wind Zone II, which includes wind speeds up to 180 mph. The entire Commonwealth is also located within the hurricane-susceptible region, and the western portion of the Commonwealth is located within the special wind region, in which wind-speed anomalies are present and additional consideration of the wind hazard is warranted. The entire town of Shelburne can experience the effect and impact from severe thunderstorms, microbursts, and hail. The magnitude of impact of a severe thunderstorm event is likely “Limited,” with more

than 10% of property in the affected area damaged or destroyed.

## **Vulnerability**

### ***Society***

The entire population of Shelburne is considered exposed to high-wind and thunderstorm events. Downed trees, damaged buildings, and debris carried by high winds can lead to injury or loss of life. Populations located outdoors are considered at risk and more vulnerable to many storm impacts, particularly lightning strikes, compared to those who are located inside. Moving to a lower risk location will decrease a person's vulnerability.

### **Vulnerable Populations**

Socially vulnerable populations are most susceptible to severe weather based on a number of factors, including their physical and financial ability to react or respond during a hazard, and the location and construction quality of their housing. In general, vulnerable populations include people over the age of 65, the elderly living alone, people with low socioeconomic status, people with low English language fluency, people with limited mobility or a life-threatening illness, and people who lack transportation or are living in areas that are isolated from major roads. The isolation of these populations is a significant concern.

Table 3-25 estimates the number of vulnerable populations and households in Shelburne. Individuals and households may fall into multiple categories, so the numbers should not be added. Rather, the table provides Town officials and emergency response personnel with information to help plan for responding to the needs of Shelburne residents during a severe weather event.

<b>Table 3-25: Estimated Vulnerable Populations in Shelburne</b>		
<b>Vulnerable Population Category</b>	<b>Number</b>	<b>Percent of Total Population*</b>
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
<b>Vulnerable Household Category</b>	<b>Number</b>	<b>Percent of Total Households*</b>
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%

\*Total population = 1,935; Total households = 881

Note: Individuals and households may be counted under multiple categories.

Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

Power outages can be life-threatening to those dependent on electricity for life support. Power outages may also result in inappropriate use of combustion heaters, cooking appliances and generators in indoor or poorly ventilated areas, leading to increased risks of carbon monoxide poisoning. People who work or engage in recreation outdoors are also vulnerable to severe weather.

Health Impacts

Both high winds and thunderstorms present potential safety impacts for individuals without access to shelter during these events. Extreme rainfall events can also affect raw water quality by increasing turbidity and bacteriological contaminants leading to gastrointestinal illness. Additionally, research has found that thunderstorms may cause the rate of emergency room visits for asthma to increase to 5 to 10 times the normal rate.<sup>25</sup> Much of this phenomenon is attributed to the stress and anxiety that many individuals, particularly children, experience during severe thunderstorms. The combination of wind, rain, and lightning from thunderstorms with pollen and mold spores can exacerbate asthma. The rapidly falling air temperatures characteristic of a thunderstorm as well as the production of nitrogen oxide gas during lightning strikes have also both been correlated with asthma.

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<sup>25</sup> (Andrews, 2012).

### Economic Impacts

Wind storms and severe thunderstorms events may impact the economy, including direct building losses and the cost of repairing or replacing the damage caused to the building. Additional economic impacts may include loss of business functions, water supply system damage, inventory damage, relocation costs, wage losses, and rental losses due to the repair/replacement of buildings. Agricultural losses due to lightning and the resulting fires can be extensive. Lightning can be responsible for damage to buildings; can cause electrical, forest and/or wildfires; and can damage infrastructure, such as power transmission lines and communication towers.

Recovery and clean-up costs can also be costly, resulting in further economic impacts. Prolonged obstruction of major routes due to secondary hazards such as landslides, debris, or floodwaters can disrupt the shipment of goods and other commerce. Large, prolonged storms can have negative economic impacts on an entire region.

Because of differences in building construction, residential structures are generally more susceptible to wind damage than commercial and industrial structures. Wood and masonry buildings in general, regardless of their occupancy class, tend to experience more damage than concrete or steel buildings. Mobile homes are the most vulnerable to damage, even if tied down, and offer little protection to people inside.

### ***Infrastructure***

Damage to buildings is dependent upon several factors, including wind speed, storm duration, path of the storm track, and building construction. According to the Hazus wind model,<sup>26</sup> direct wind-induced damage (wind pressures and windborne debris) to buildings is dependent upon the performance of components and cladding, including the roof covering (shingles, tiles, membrane), roof sheathing (typically wood-frame construction only), windows, and doors, and is modeled as such. Structural wall failures can occur for masonry and wood-frame walls, and uplift of whole roof systems can occur due to failures at the roof/wall connections. Foundation failures (i.e., sliding, overturning, and uplift) can potentially take place in manufactured homes.

Massachusetts is divided into three design wind speeds for four risk categories, the limits of which are defined by the Massachusetts State Building Code (9th Edition). National wind data prepared by the American Society of Civil Engineers serve as the basis of these wind design requirements (“Minimum Design Loads for Buildings and Other Structures,” American Society of Civil Engineers ASCE-7). Generally speaking, structures should be designed to withstand the

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<sup>26</sup> <https://www.fema.gov/hazus-mh-hurricane-wind-model>

total wind load of their location. Shelburne falls within the 90 mph wind load zone. Refer to the State Building Code (9th Edition [780 CMR] Chapter 16 Structural Design, as amended by Massachusetts) for appropriate reference wind pressures, wind forces on roofs, and similar data.

All elements of the built environment are exposed to severe weather events such as high winds and thunderstorms. Table 3-26 identifies the value of all residential, open space, commercial, industrial, and municipal uses in Town, and the losses that would result from 1%, 5%, and 10% damage to this inventory as a result of high winds or a severe thunderstorm.

<b>Table 3-26: Estimated Potential Loss by Tax Classification</b>				
<b>Tax Classification</b>	<b>Total Assessed Value FY2019</b>	<b>1% Damage Loss Estimate</b>	<b>5% Damage Loss Estimate</b>	<b>10% Damage Loss Estimate</b>
<b>Residential</b>	\$205,752,357	\$2,057,524	\$10,287,618	\$20,575,236
<b>Open Space</b>	\$0	\$0	\$0	\$0
<b>Commercial</b>	\$22,640,071	\$226,401	\$1,132,004	\$2,264,007
<b>Industrial</b>	\$8,705,170	\$87,052	\$435,259	\$870,517
<b>Municipal*</b>	\$13,035,994	\$130,360	\$651,800	\$1,303,599
<b>Total</b>	<b>\$250,133,592</b>	<b>\$2,501,337</b>	<b>\$12,506,681</b>	<b>\$25,013,359</b>

\* Municipal value is the total insured value of municipal buildings (Cowell Gym, Memorial Hall, Police Station, Pratt Memorial Library, Sewer Pump Station, Shelburne Library, Town Garage, and Visitors Center) as of 2017, and the FY2019 assessed value of the Buckland Shelburne Elementary School.  
 Source: Massachusetts Department of Revenue - Division of Local Services, Municipal Databank/Local Aid Section.

Agriculture

Forestry species and agricultural crops, equipment, and infrastructure may be directly impacted by high winds. Trees are also vulnerable to lightning strikes.

Energy

The most common problem associated with severe weather is loss of utilities. Severe windstorms causing downed trees can create serious impacts on power and aboveground communication lines. Downed power lines can cause blackouts, leaving large areas isolated. Loss of electricity and phone connections would leave certain populations isolated because residents would be unable to call for assistance. Additionally, the loss of power can impact heating or cooling provision to citizens (including the young and elderly, who are particularly vulnerable to temperature-related health impacts).

Utility infrastructure (power lines, gas lines, electrical systems) could suffer damage, and impacts can result in the loss of power, which can impact business operations. After an event,

there is a risk of fire, electrocution, or an explosion.

### Public Safety

Public safety facilities and equipment may experience a direct loss (damage) from high winds.

### Transportation

Roads may become impassable due to flash or urban flooding, downed trees and power lines, or due to landslides caused by heavy, prolonged rains. Impacts to transportation lifelines affect both short-term (e.g., evacuation activities) and long-term (e.g., day-to-day commuting) transportation needs.

### Water & Wastewater Infrastructure

The hail, wind, and flash flooding associated with thunderstorms and high winds can cause damage to water infrastructure. Flooding can overburden stormwater, drinking water, and wastewater systems. Water and sewer systems may not function if power is lost.

### ***Environment***

As described under other hazards, such as hurricanes and severe winter storms, high winds can defoliate forest canopies and cause structural changes within an ecosystem that can destabilize food webs and cause widespread repercussions. Direct damage to plant species can include uprooting or total destruction of trees and an increased threat of wildfire in areas of tree debris. High winds can also erode soils, which can damage both the ecosystem from which soil is removed as well as the system on which the sediment is ultimately deposited.

Environmental impacts of extreme precipitation events are discussed in depth in the Flooding section, and often include soil erosion, the growth of excess fungus or bacteria, and direct impacts to wildlife. For example, research by the Butterfly Conservation Foundation shows that above average rainfall events have prevented butterflies from successfully completing their mating rituals, causing population numbers to decline. Harmful algal blooms and associated neurotoxins can also be a secondary hazard of extreme precipitation events as well as heat. Public drinking water reservoirs may also be damaged by widespread winds uprooting watershed forests and creating serious water quality disturbances.

### ***Vulnerability Summary***

Based on the above assessment, Shelburne has a “High” vulnerability to severe thunderstorms and wind events. Thunderstorms are common in New England, and can impact property, crops, utilities and the population of Shelburne . Microbursts are less common, but can cause significant damage when they do occur. The cascade effects of severe storms include utility

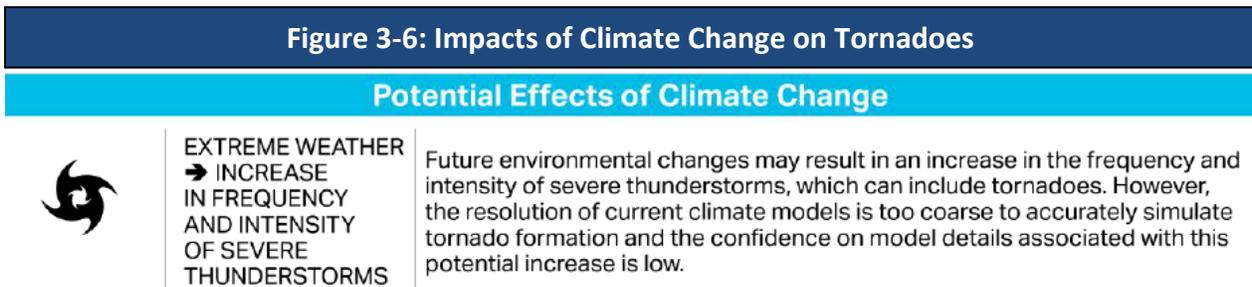
losses and transportation accidents and flooding. Particular areas of vulnerability include low-income and elderly populations, trailer homes, and infrastructure such as roadways and utilities that can be damaged by such storms and the low-lying areas that can be impacted by flooding. The following problem statements summarize Shelburne’s areas of greatest concern regarding severe thunderstorms and wind events.

Severe Thunderstorm / Wind Hazard Problem Statements
<ul style="list-style-type: none"> <li>• The Village of Shelburne Falls, including many homes, businesses, municipal buildings and resources are vulnerable to flooding due to heavy precipitation associated with thunderstorms.</li> </ul>
<ul style="list-style-type: none"> <li>• The Iron Bridge and the Bridge of Flowers over the Deerfield River, including the water and sewer mains located on the bridges, are vulnerable to flooding due to heavy precipitation associated with thunderstorms.</li> </ul>
<ul style="list-style-type: none"> <li>• Elderly and disabled residents living in the village are more vulnerable during severe thunderstorm, wind, or flood events, especially those who do not own or drive a car, or lack sufficient social support to ensure their care and safety during emergencies.</li> </ul>
<ul style="list-style-type: none"> <li>• Heavy precipitation associated with thunderstorms exacerbates flooding issues at road/stream crossings as well as landslide potential, including known locations on Hinsdale Brook along Brook Road and Dragon Brook.</li> </ul>
<ul style="list-style-type: none"> <li>• Shelburne’s emergency shelter at the Mohawk Trail Regional School in Buckland is located on the other side of the Deerfield River, compromising its usefulness as a shelter if access to the building is affected by flooding.</li> </ul>
<ul style="list-style-type: none"> <li>• Shelburne’s reliance on Route 2 as the major transportation and evacuation route in town places residents and emergency responders at risk if the road becomes blocked by drainage-driven flooding or storm debris.</li> </ul>
<ul style="list-style-type: none"> <li>• Emergency Communication Infrastructure in several areas of town are susceptible to impacts from severe thunderstorms and wind, including the radio tower on Cooper Lane, the stone tower on Tower Road, and the radio complex on Old Albany Road.</li> </ul>
<ul style="list-style-type: none"> <li>• The Shelburne Town Hall lacks redundancy and digital backup for public records. Some, but not all, records are backed up. If the building were flooded or compromised by a severe thunderstorm or wind, all public records stored there could be lost and many of them unreplaceable.</li> </ul>
<ul style="list-style-type: none"> <li>• Many Shelburne residents rely on private wells for water, placing them at risk during prolonged power outages caused by a severe thunderstorm or wind.</li> </ul>
<ul style="list-style-type: none"> <li>• Shelburne has mobile back-up generators, but electrical work is needed at several Town buildings in order to use the generators.</li> </ul>

## TORNADOES

### Potential Impacts of Climate Change

Climate change is expected to increase the frequency and intensity of severe weather, which can include tornadoes. However, tornadoes are too small to be simulated well by climate models. Therefore, specific predictions about how this hazard will change are not possible, given current technical limitations. As discussed in other sections in this Plan, the conditions that are conducive to tornadoes (which are also conducive to other weather phenomena, such as hurricanes and tropical storms) are expected to become more severe under global warming.



Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

A tornado is a narrow, violently rotating column of air that extends from the base of a cumulonimbus cloud to the ground. The observable aspect of a tornado is the rotating column of water droplets, with dust and debris caught in the column. Tornadoes are the most violent of all atmospheric storms.

The following are common factors in tornado formation:

- Very strong winds in the middle and upper levels of the atmosphere
- Clockwise turning of the wind with height (i.e., from southeast at the surface to west aloft)
- Increasing wind speed in the lowest 10,000 feet of the atmosphere (i.e., 20 mph at the surface and 50 mph at 7,000 feet)
- Very warm, moist air near the ground, with unusually cooler air aloft
- A forcing mechanism such as a cold front or leftover weather boundary from previous shower or thunderstorm activity

Tornadoes can form from individual cells within severe thunderstorm squall lines. They can also form from an isolated supercell thunderstorm. They can be spawned by tropical cyclones or the

remnants thereof, and weak tornadoes can even occur from little more than a rain shower if air is converging and spinning upward. Most tornadoes occur in the late afternoon and evening hours, when the heating is the greatest. The most common months for tornadoes to occur are June, July, and August, although the Conway, Massachusetts, tornado (2017) occurred in February.

A tornadic waterspout is a rapidly rotating column of air extending from the cloud base (typically a cumulonimbus thunderstorm) to a water surface, such as a bay or the ocean. They can be formed in the same way as regular tornadoes, or can form on a clear day with the right amount of instability and wind shear. Tornadic waterspouts can have wind speeds of 60 to 100 mph, but since they do not move very far, they can often be navigated around. They can become a threat to land if they drift onshore.

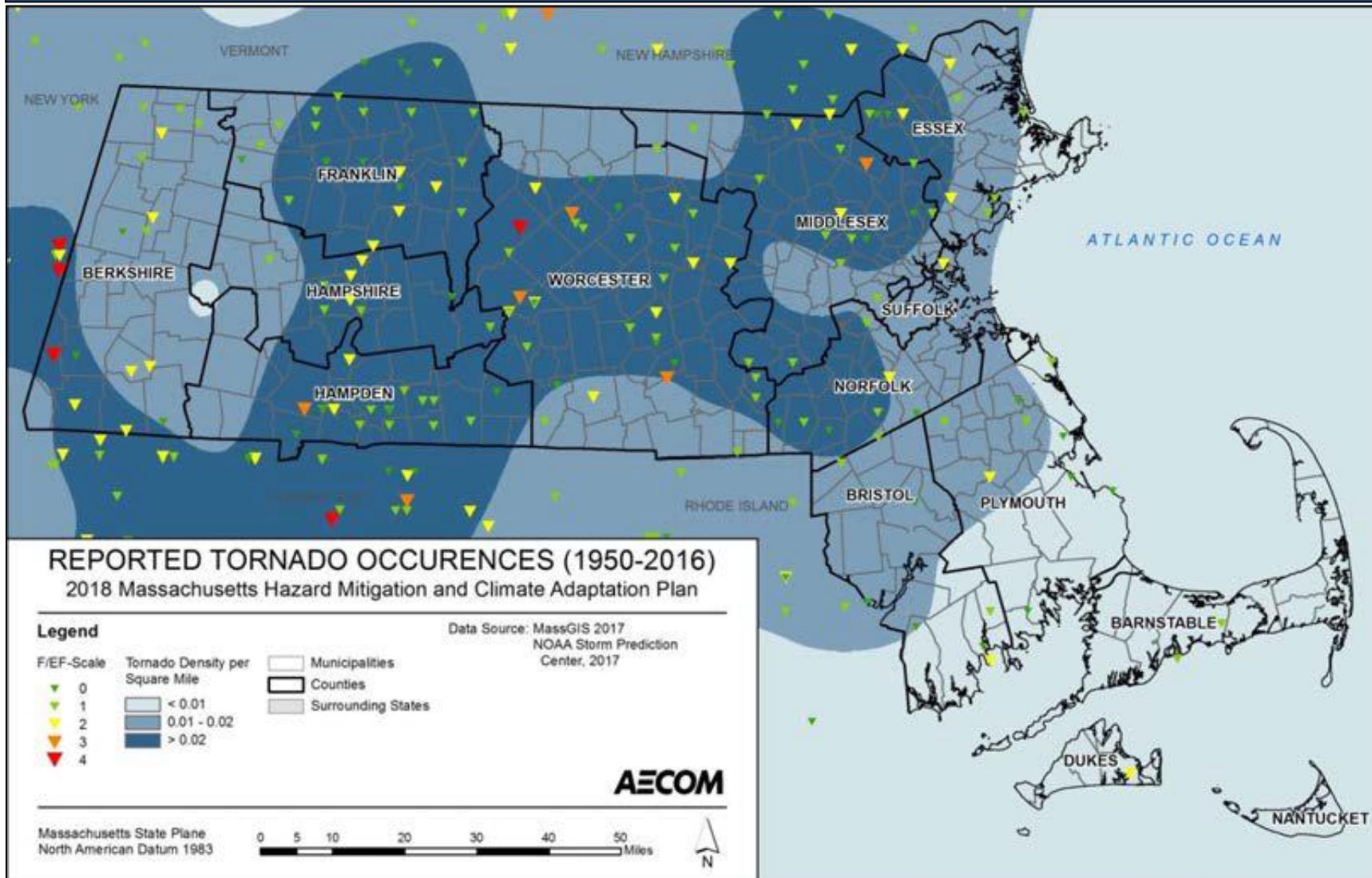
### **Location**

Figure 3-7 illustrates the reported tornado occurrences, based on all-time initial touchdown locations across the Commonwealth as documented in the NOAA NCDC Storm Events Database. ArcGIS was used to calculate an average score per square mile. The analysis indicated that the area at greatest risk for a tornado touchdown runs from central to northeastern Massachusetts, and includes Shelburne and much of Franklin County. Tornadoes are rated as having an Area of Occurrence of "Isolated." If a tornado were to occur in Shelburne, it could impact less than 10% of the town. However, the entire Town is considered equally vulnerable.

### **Extent**

The NWS rates tornadoes using the Enhanced Fujita scale (EF scale), which does not directly measure wind speed but rather the amount of damage created. This scale derives 3-second gusts estimated at the point of damage based on the assignment of 1 out of 8 degrees of damage to a range of different structure types. These estimates vary with height and exposure. This method is considerably more sophisticated than the original Fujita scale, and it allows surveyors to create more precise assessments of tornado severity. Figure 3-8 provides guidance from NOAA about the impacts of a storm with each rating.

Figure 3-7: Density of Reported Tornadoes per Square Mile



Source: NOAA Storm Prediction Center (SPC), as presented in the Massachusetts State Hazard Mitigation and Climate Adaptation Plan, September 2018.

Figure 3-8: Enhanced Fujita Scale & Guide to Tornado Severity				
Scale	Wind Speed Estimate		Potential damage	Example of Damage
	mph	km/h		
<b>EF0</b>	65–85	105–137	Minor damage. Peels surface off some roofs; some damage to gutters or siding; branches broken off trees; shallow-rooted trees pushed over. Confirmed tornadoes with no reported damage (i.e., those that remain in open fields) are always rated EF0.	
<b>EF1</b>	86–110	138–177	Moderate damage. Roofs severely stripped; mobile homes overturned or badly damaged; loss of exterior doors; windows and other glass broken.	
<b>EF2</b>	111–135	178–217	Considerable damage. Roofs torn off from well-constructed houses; foundations of frame homes shifted; mobile homes completely destroyed; large trees snapped or uprooted; light-object missiles generated; cars lifted off ground.	
<b>EF3</b>	136–165	218–266	Severe damage. Entire stories of well-constructed houses destroyed; severe damage to large buildings such as shopping malls; trains overturned; trees debarked; heavy cars lifted off the ground and thrown; structures with weak foundations are badly damaged.	
<b>EF4</b>	166–200	267–322	Devastating damage. Well-constructed and whole frame houses completely leveled; some frame homes may be swept away; cars and other large objects thrown and small missiles generated.	
<b>EF5</b>	>200	>322	Incredible damage. Strong-framed, well-built houses leveled off foundations and swept away; steel-reinforced concrete structures are critically damaged; tall buildings collapse or have severe structural deformations; cars, trucks, and trains can be thrown approximately 1 mile (1.6 km).	

Source: Wikipedia: [https://en.wikipedia.org/wiki/Enhanced\\_Fujita\\_scale](https://en.wikipedia.org/wiki/Enhanced_Fujita_scale)

**Previous Occurrences**

Within Massachusetts, tornadoes have occurred most frequently in Worcester County and in communities west of Worcester. Three tornadoes touched down in the Springfield area on June 1, 2011, causing significant damage to the built and natural environment and resulting in three deaths.

High wind speeds, hail, and debris generated by tornadoes can result in loss of life, downed trees and power lines, and damage to structures and other personal property (cars, etc.). Since the 1950s, there have been over twenty tornadoes in Franklin County. On July 29, 1964, a tornado was reported in Shelburne near Anderson Road and was ranked F0 (Gale Tornado) on the Fujita Scale of Tornado Intensity. It is estimated to have caused approximately \$25,000 in damage. In the last two decades, five tornadoes have been reported in Franklin County, in the towns of Heath, Charlemont, Wendell, New Salem, and Conway (Table 3-27). The February 2017 tornado in the center of Conway was the most destructive, impacting forests and causing major property damage to several homes, barns, and a church that subsequently had to be torn down. Miraculously, no deaths or serious injuries were reported. No tornadoes have impacted Shelburne since the 1964 tornado according to the Committee.

Table 3-27: Tornado Events in Franklin County				
Date	Severity	Property Damage	Crop Damage	Event Narrative
7/3/1997	F1	\$50,000	\$0	A tornado touched down just west of Number Nine Road in Heath and then skipped along a path which ended about a mile into northwest Colrain. Many large trees were uprooted or snapped at their mid levels. A silo was destroyed and part of the roof of an attached barn was peeled back. A hay tractor was flipped over with its wheels in the air. Doors to a garage were blown in and the roof was partially ripped off. The tornado affected mostly wooded terrain and did extensive tree damage when it passed through a state forest. The path width was up to 100 yards. There were no injuries.
7/3/1997	F1	\$50,000	\$0	A tornado touched down in the eastern part of Charlemont and travelled east causing damage to a campground. Fifteen trailers were damaged from falling trees and flying debris. Two of the trailers were severely damaged and one was destroyed with seven trees falling on top of it. Eyewitnesses reported rotation in the clouds and debris. The tornado then moved through the higher terrain of the Catamount State Forest. The path was discontinuous and ranged in width from 50 to 100 yards. The tornado path ended in the Copeland Hills section of Colrain. There were no direct injuries reported.

Table 3-27: Tornado Events in Franklin County				
Date	Severity	Property Damage	Crop Damage	Event Narrative
7/11/2006	F2	\$200,000	\$0	Brief F2 touchdown in Wendell
9/1/2013	EF0	\$0	\$0	A Massachusetts Department of Conservation and Recreation employee observed a waterspout on Quabbin Reservoir in New Salem, MA. He was able to snap two pictures of the storm, one showing a funnel and another showing the funnel extended down to the water. The waterspout was very short lived, never hit land, and did no damage and injured no people. Winds aloft were not conducive for tornadic development, but the environment was unstable and a surface front was moving through the region.
2/25/2017	EF1	\$400,000	\$0	This tornado touched down at 7:23 pm on Main Poland Road in western Conway, Massachusetts. The path width started at 50 yards, with a sharp gradient evident of damage versus no damage. Large sections of forest had thick pine trees snapped at mid-tree. Numerous power lines were downed along the path into downtown Conway. The path width grew, reaching a maximum width of 200 yards near the town hall. Several houses were severely damaged on Whately Road, southeast of the town hall. Roofs were blown off, and in one case the side walls of a house were missing with the interior of the house exposed. On Hill View Road a large barn collapsed. One injury occurred when a tree landed on a house on South Deerfield Road east of town. That was where the visible damage path ended.

Source: NOAA Storm Events Database: <https://www.ncdc.noaa.gov/stormevents/>

### Probability of Future Events

As highlighted in the National Climate Assessment, tornado activity in the U.S. has become more variable, and increasingly so in the last 2 decades. While the number of days per year that tornadoes occur has decreased, the number of tornadoes on these days has increased. Climate models show projections that the frequency and intensity of severe thunderstorms (which include tornadoes, hail, and winds) will increase. Based on past occurrences, there is a “Very Low” probability (less than a 1% chance) of a tornado affecting the town in a given year.

### Impact

Tornadoes are potentially the most dangerous of local storms. If a major tornado were to strike

in the populated areas of Shelburne, damage could be widespread. Fatalities could be high; many people could be displaced for an extended period of time; buildings could be damaged or destroyed; businesses could be forced to close for an extended period of time or even permanently; and routine services, such as telephone or power, could be disrupted. The severity of impact of a tornado event could be “Catastrophic,” with more than 50% of property in the affected area damaged or destroyed. The impact of a tornado in Shelburne largely depends on where it is located in the town – in Shelburne Falls, a tornado would be catastrophic; in a remote forested area, the impact would be limited to damage to the natural environment.

## **Vulnerability**

### ***Society***

The entire town of Shelburne has the potential for tornado formation, and is located in the area within Massachusetts described above as having higher-than-average tornado frequency. Residents of impacted areas may be displaced or require temporary to long-term shelter due to severe weather events. In addition, downed trees, damaged buildings, and debris carried by high winds can lead to injury or loss of life.

### **Vulnerable Populations**

In general, vulnerable populations include people over the age of 65, people with low socioeconomic status, people with low English language fluency, people with compromised immune systems, and residents living in areas that are isolated from major roads. Power outages can be life-threatening to those who are dependent on electricity for life support and can result in increased risk of carbon monoxide poisoning. Individuals with limited communication capacity, such as those with limited internet or phone access, may not be aware of impending tornado warnings. The isolation of these populations is also a significant concern, as is the potential insufficiency of older or less stable housing to offer adequate shelter from tornadoes. Residents living in mobile homes are at increased risk to tornadoes.

An estimated 749 housing units in Shelburne, or 76% of all housing units in town, were built prior to the 1970s when the first building code went into effect in Massachusetts. An estimated six mobile homes are located in Shelburne, accounting for less than 1% of the total housing stock.<sup>27</sup> Table 3-28 estimates the number of vulnerable populations and households in Shelburne. Individuals and households may fall into multiple categories, so the numbers should not be added. Rather, the table provides Town officials and emergency response personnel

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<sup>27</sup> U.S. Census Bureau 2013-2017 American Community Survey five-year estimates.

with information to help plan for responding to the needs of Shelburne residents during a tornado event.

<b>Table 3-28: Estimated Vulnerable Populations in Shelburne</b>		
<b>Vulnerable Population Category</b>	<b>Number</b>	<b>Percent of Total Population*</b>
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
<b>Vulnerable Household Category</b>	<b>Number</b>	<b>Percent of Total Households*</b>
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%

\*Total population = 1,935; Total households = 881

Note: Individuals and households may be counted under multiple categories.

Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

Health Impacts

The primary health hazard associated with tornadoes is the threat of direct injury from flying debris or structural collapse as well as the potential for an individual to be lifted and dropped by the tornado’s winds. After the storm has subsided, tornadoes can present unique challenges to search and rescue efforts because of the extensive and widespread distribution of debris. The distribution of hazardous materials, including asbestos-containing building materials, can present an acute health risk for personnel cleaning up after a tornado disaster and for residents in the area. The duration of exposure to contaminated material may be far longer if drinking water reservoir or groundwater aquifers are contaminated. According to the EPA, properly designed storage facilities for hazardous materials can reduce the risk of those materials being spread during a tornado. Many of the health impacts described for other types of storms, including lack of access to a hospital, carbon monoxide poisoning from generators, and mental health impacts from storm-related trauma, could also occur as a result of tornado activity.

Economic Impacts

Tornado events are typically localized; however, in those areas, economic impacts can be significant. Types of impacts may include loss of business functions, water supply system

damage, damage to inventories, relocation costs, wage losses, and rental losses due to the repair or replacement of buildings. Recovery and clean-up costs can also be costly. The damage inflicted by historical tornadoes in Massachusetts varies widely, but the average damage per event is approximately \$3.9 million.

Because of differences in building construction, residential structures are generally more susceptible to tornado damage than commercial and industrial structures. Wood and masonry buildings in general, regardless of their occupancy class, tend to experience more damage than concrete or steel buildings. Mobile homes are the most vulnerable to damage, even if tied down, and offer little protection to people inside.

**Infrastructure**

All critical facilities and infrastructure in Shelburne are exposed to tornado events. Table 3-29 identifies the value of all residential, open space, commercial, industrial, and municipal land uses in Town, and the losses that would result from 1%, 5%, and 10% damage to this inventory as a result of a tornado.

<b>Table 3-29: Estimated Potential Loss by Tax Classification</b>				
<b>Tax Classification</b>	<b>Total Assessed Value FY2019</b>	<b>1% Damage Loss Estimate</b>	<b>5% Damage Loss Estimate</b>	<b>10% Damage Loss Estimate</b>
<b>Residential</b>	\$205,752,357	\$2,057,524	\$10,287,618	\$20,575,236
<b>Open Space</b>	\$0	\$0	\$0	\$0
<b>Commercial</b>	\$22,640,071	\$226,401	\$1,132,004	\$2,264,007
<b>Industrial</b>	\$8,705,170	\$87,052	\$435,259	\$870,517
<b>Municipal*</b>	\$13,035,994	\$130,360	\$651,800	\$1,303,599
<b>Total</b>	<b>\$250,133,592</b>	<b>\$2,501,337</b>	<b>\$12,506,681</b>	<b>\$25,013,359</b>

\* Municipal value is the total insured value of municipal buildings (Cowell Gym, Memorial Hall, Police Station, Pratt Memorial Library, Sewer Pump Station, Shelburne Library, Town Garage, and Visitors Center) as of 2017, and the FY2019 assessed value of the Buckland Shelburne Elementary School.  
 Source: Massachusetts Department of Revenue - Division of Local Services, Municipal Databank/Local Aid Section.

Agriculture

Forestry species and agricultural crops, equipment, and infrastructure may be directly impacted by tornadoes.

Energy

High winds could down power lines and poles adjacent to roads. Damage to above-ground transmission infrastructure can result in extended power outages.

### Public Safety

Public safety facilities and equipment may experience direct loss (damage) from tornadoes. Shelters and other critical facilities that provide services for people whose property is uninhabitable following a tornado may experience overcrowding and inadequate capacity to provide shelter space and services.

### Transportation

Incapacity and loss of roads and bridges are the primary transportation failures resulting from tornadoes, and these failures are primarily associated with secondary hazards, such as landslide events. Tornadoes can cause significant damage to trees and power lines, blocking roads with debris, incapacitating transportation, isolating populations, and disrupting ingress and egress. Of particular concern are bridges and roads providing access to isolated areas and to the elderly. Prolonged obstruction of major routes due to secondary hazards, such as landslides, debris, or floodwaters, can disrupt the shipment of goods and other commerce. If the tornado is strong enough to transport large debris or knock out infrastructure, it can create serious impacts on power and aboveground communication lines.

### Water & Wastewater Infrastructure

The hail, wind, debris, and flash flooding associated with tornadoes can cause damage to infrastructure, such as storage tanks, hydrants, residential pumping fixtures, and distribution systems. Water and wastewater utilities are also vulnerable to potential contamination due to chemical leaks from ruptured containers. Ruptured service lines in damaged buildings and broken hydrants can lead to loss of water and pressure.

### ***Environment***

Direct impacts may occur to flora and fauna small enough to be uprooted and transported by the tornado. Even if the winds are not sufficient to transport trees and other large plants, they may still uproot them, causing significant damage to the surrounding habitat. As felled trees decompose, the increased dry matter may increase the threat of wildfire in vegetated areas. Additionally, the loss of root systems increases the potential for soil erosion.

Disturbances created by blowdown events may also impact the biodiversity and composition of the forest ecosystem. Invasive plant species are often able to quickly capitalize on the resources (such as sunlight) available in disturbed and damaged ecosystems. This enables them to gain a foothold and establish quickly with less competition from native species. In addition to damaging existing ecosystems, material transported by tornadoes can also cause environmental havoc in surrounding areas. Particular challenges are presented by the possibility of asbestos-contaminated building materials or other hazardous waste being

transported to natural areas or bodies of water, which could then become contaminated. Public drinking water reservoirs may also be damaged by widespread winds uprooting watershed forests and creating serious water quality disturbances.

### ***Vulnerability Summary***

Overall, Shelburne has a “Low” vulnerability to tornadoes. Tornadoes are not common occurrences in Shelburne, but can cause significant damage when they do occur. The cascade effects of tornadoes include utility losses and transportation accidents and flooding. Losses associated with the flood hazard are discussed earlier in this section. Particular areas of vulnerability include low-income and elderly populations, mobile homes, and infrastructure such as roadways and utilities that can be damaged by such storms and the low-lying areas that can be impacted by flooding. The following problem statements summarize Shelburne’s areas of greatest concern regarding tornadoes.

**Tornado Hazard Problem Statements**

- The Village of Shelburne Falls with its many homes, businesses, municipal buildings and infrastructure along the Deerfield River are vulnerable to tornadoes.
- An estimated 76% of Shelburne’s housing stock was built prior to building codes that require structures to withstand high winds.
- Elderly and disabled residents living alone are more vulnerable during tornado event, especially those who do not own or drive a car, or lack sufficient social support to ensure their care and safety during emergencies.
- Heavy precipitation and flash floods associated with tornadoes are a danger to high-risk culverts and road/stream crossings and increase risk of landslides, including known locations on Hinsdale Brook along Brook Road and Dragon Brook.
- Shelburne’s emergency shelter at the Mohawk Trail Regional School in Buckland is located on the other side of the Deerfield River, compromising its usefulness as a shelter if access to the building is affected by flooding or damage from a tornado. The school was built in 1968 and may not meet current wind standards of the building code.
- Shelburne’s reliance on Route 2 as the major transportation and evacuation route in town places residents and emergency responders at risk if the road becomes blocked by damage caused by a tornado.
- Emergency Communication Infrastructure in several areas of town are susceptible to tornado impacts, including the radio tower on Cooper Lane, the stone tower on Tower Road, and the radio complex on Old Albany Road.
- The Shelburne Town Hall lacks redundancy and digital backup for public records. Some, but not all, records are backed up. If the building were damaged by a tornado, all public records stored there could be lost and many of them unreplaceable.
- Shelburne residents relying on private wells for water are at risk during prolonged power outages caused by a tornado.
- Train derailment and the potential for hazardous material spills caused by a tornado is a concern given the close proximity of the Deerfield River, Route 2, and homes to the rail lines in Shelburne and Buckland.

## WILDFIRE

### Potential Impacts of Climate Change

Climate change has the potential to affect multiple elements of the wildfire system: fire behavior, ignitions, fire management, and vegetation fuels. Periods of hot, dry weather create the highest fire risk. Therefore, the predicted increase in average and extreme temperatures in the Commonwealth may intensify wildfire danger by warming and drying out vegetation. A recent study published in *the Proceedings of the National Academy of Sciences* found that climate change has likely been a significant contributor to the expansion of wildfires in the western U.S., which have nearly doubled in extent in the past three decades.<sup>28</sup> Another study found that the frequency of lightning strikes—an occasional cause of wildfires—could increase by approximately 12 percent for every degree Celsius of warming.<sup>29</sup> Finally, the year-round increase in temperatures is likely to expand the duration of the fire season.

Climate change is also interacting with existing stressors to forests, making them more vulnerable to wildfire. Drought, invasive species, and extreme weather events, all can lead to more dead, downed, or dying trees, increasing the fire load in a forest.

Figure 3-9: Impacts of Climate Change on Wildfires		
Potential Effects of Climate Change		
	<p>RISING TEMPERATURES AND CHANGES IN PRECIPITATION → PROLONGED DROUGHT</p>	<p>Seasonal drought risk is projected to increase during summer and fall in the Northeast as higher temperatures lead to greater evaporation and earlier winter and spring snowmelt, coupled with more variable precipitation patterns. Drought and warmer temperatures may also heighten the risk of wildfire, by causing forested areas to dry out and become more flammable.</p>
	<p>RISING TEMPERATURES → MORE FREQUENT LIGHTNING</p>	<p>Research has found that the frequency of lightning strikes – an occasional cause of wildfires – could increase by approximately 12 percent for every degree Celsius of warming.</p>

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

A wildfire can be defined as any non-structure fire that occurs in vegetative wildland that contains grass, shrub, leaf litter, and forested tree fuels. Wildfires in Massachusetts are caused by natural events, human activity, or prescribed fire. Wildfires often begin unnoticed but spread

<sup>28</sup> Abatzoglou and Williams, 2016

<sup>29</sup> Roms et al., 2014

quickly, igniting brush, trees, and potentially homes. The wildfire season in Massachusetts usually begins in late March and typically culminates in early June, corresponding with the driest live fuel moisture periods of the year. April is historically the month in which wildfire danger is the highest. Drought, snowpack level, and local weather conditions can impact the length of the fire season.

### ***Fire Ecology and Wildfire Behavior***

The “wildfire behavior triangle” reflects how three primary factors influence wildfire behavior: fuel, topography, and weather. Each point of the triangle represents one of the three factors, and arrows along the sides represent the interplay between the factors. For example, drier and warmer weather with low relative humidity combined with dense fuel loads and steeper slopes can result in dangerous to extreme fire behavior.

How a fire behaves primarily depends on the characteristics of available fuel, weather conditions, and terrain, as described below.

- Fuel:
  - Lighter fuels such as grasses, leaves, and needles quickly expel moisture and burn rapidly, while heavier fuels such as tree branches, logs, and trunks take longer to warm and ignite.
  - Snags and hazard trees, especially those that are diseased or dying, become receptive to ignition when influenced by environmental factors such as drought, low humidity, and warm temperatures.
- Weather:
  - Strong winds, especially wind events that persist for long periods or ones with significant sustained wind speeds, can exacerbate extreme fire conditions or accelerate the spread of wildfire.
  - Dry spring and summer conditions, or drought at any point of the year, increases fire risk. Similarly, the passage of a dry, cold front through the region can result in sudden wind speed increases and changes in wind direction.
  - Thunderstorms in Massachusetts are usually accompanied by rainfall; however, during periods of drought, lightning from thunderstorm cells can result in fire ignition. Thunderstorms with little or no rainfall are rare in New England but have occurred.
- Terrain:

- Topography of a region or a local area influences the amount and moisture of fuel.
- Barriers such as highways and lakes can affect the spread of fire.
- Elevation and slope of landforms can influence fire behavior because fire spreads more easily uphill compared to downhill.

The wildland-urban interface is the line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels. There are a number of reasons that the wildland-urban interface experiences an increased risk of wildfire damage. Access and fire suppression issues on private property in the wildland-urban interface can make protecting structures from wildfires difficult. This zone also faces increased risk because structures are built in densely wooded areas, so fires started on someone's property are more easily spread to the surrounding forest.

Fire is also used extensively as a land management tool to replicate natural fire cycles, and it has been used to accomplish both fire-dependent ecosystem restoration and hazard fuel mitigation objectives on federal, state, municipal, and private lands in Massachusetts since the 1980s. For example, over the past 16 years, the Massachusetts Division of Fisheries and Wildlife (MassWildlife) has used a combination of tree harvesting, shrub mowing, and prescribed burning to benefit rare species and to reduce the risk of a catastrophic wildfire in the Montague Plains Wildlife Management Area, a rare pitch pine-scrub oak forest in Montague. Approximately 880 acres have been treated since 2004 to restore woodland and shrubland habitats. MassWildlife has cooperative agreements with the Department of Conservation and Recreation and the Town of Montague Conservation Commission to restore sandplain habitats on their inholdings within the plains, and works closely with local fire departments and the DCR Bureau of Fire Control to ensure that firefighters have adequate access in the event of a wildfire and are familiar with the changes in vegetation and fuels resulting from habitat management activities.<sup>30</sup>

In Massachusetts, the DCR Bureau of Forest Fire Control is the state agency responsible for protecting 3.5 million acres of state, public, and private wooded land and for providing aid, assistance, and advice to the Commonwealth's cities and towns. The Bureau coordinates efforts with a number of entities, including fire departments, local law enforcement agencies, the Commonwealth's county and statewide civil defense agencies, and mutual aid assistance organizations.

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<sup>30</sup> "Background information on Montague Plains Wildlife Management Area," MA Division of Fisheries and Wildlife, as published in the *2018 Montague Open Space and Recreation Plan*.

Bureau units respond to all fires that occur on state-owned forestland and are available to municipal fire departments for mutual assistance. Bureau firefighters are trained in the use of forestry tools, water pumps, brush breakers, and other motorized equipment, as well as in fire behavior and fire safety. Massachusetts also benefits from mutual aid agreements with other state and federal agencies. The Bureau is a member of the Northeastern Forest Fire Protection Commission, a commission organized in 1949 by the New England states, New York, and four eastern Canadian Provinces to provide resources and assistance in the event of large wildfires. Massachusetts DCR also has a long-standing cooperative agreement with the U.S. Department of Agriculture's Forest Service both for providing qualified wildfire-fighters for assistance throughout the U.S. and for receiving federal assistance within the Commonwealth. Improved coordination and management efforts seem to be reducing the average damage from wildfire events. According to the Bureau's website, in 1911, more than 34 acres were burned on average during each wildfire. As of 2017, that figure has been reduced to 1.17 acres.

### **Location**

The ecosystems that are most susceptible to the wildfire hazard are pitch pine, scrub oak, and oak forests, as these areas contain the most flammable vegetative fuels. Other portions of the Commonwealth are also susceptible to wildfire, particularly at the urban-wildland interface. The SILVIS Lab at the University of Wisconsin-Madison Department of Forest Ecology and Management classifies exposure to wildfire hazard as "interface" or "intermix." Intermix communities are those where housing and vegetation intermingle and where the area includes more than 50 percent vegetation and has a housing density greater than one house per 16 hectares (approximately 6.5 acres). Interface communities are defined as those in the vicinity of contiguous vegetation, with more than one house per 40 acres and less than 50 percent vegetation, and within 1.5 miles of an area of more than 500 hectares (approximately 202 acres) that is more than 75 percent vegetated. These areas are shown in Figure 3-10. Inventoried assets (population, building stock, and critical facilities) were overlaid with these data to determine potential exposure and impacts related to this hazard. Shelburne has several areas of "intermix" zones within town.

According to the Committee, there is a significant fuel load in the forests as a result of high wind, snow, and ice storm events, which, if ignited by a lightning strike or by careless human behavior, could present a significant wildfire threat. Most of the forested land in Shelburne is privately owned. Roughly 1,790 acres of privately owned forest is under some level of protection. Of this forest, about 714 acres, or 40 percent, are temporarily protected through the Chapter 61 and Chapter 61B program. Forestland enrolled in Chapter 61 requires a State-approved forest management plan that must be updated every ten years. The remaining 60

percent of privately owned forest under some level of protection are permanently protected from development, totaling 1,076 acres. This includes land protected by a Conservation Restriction, as well as 647 acres owned by conservation organizations.<sup>31</sup> Maintaining woods roads on private land can help improve access to fight a wildfire.

Shelburne is a member of the Mohawk Trail Woodlands Partnership (MTWP). Since 2013, the MTWP has been an effort by 21 cities and towns in western Franklin and Northern Berkshire counties and regional non-profit organizations to create a funding stream to help conserve forestland, enhance land-based economic development opportunities including recreational tourism and sustainable forestry, and enhance the fiscal stability of participating municipalities. In 2018, the MTWP was officially established by State legislation, and funding is being sought to implement the goals of the project. Funding may be used for the following activities:

- Purchase conservation restrictions from willing landowners;
- Help landowners create plans for caring for their land, including sustainable forestry, invasive plants and pests, climate change adaptation, estate planning, and accessing carbon credits;
- Promote the region and provide small grants and marketing assistance to recreation, tourism, and natural resource-based businesses;
- Offer funding to cities and towns to help offset the infrastructure and emergency service impacts of increased tourism.<sup>32</sup>

The project could help Shelburne increase its capacity to respond to emergencies in the forested landscape, and could lead to greater engagement of landowners to manage their forestland for resilience to climate change impacts, including wildfire risk.

Areas of concern, or critical facilities, such as schools and senior housing complexes are important to identify because these populations may need special assistance in times of an emergency. In Shelburne, these areas include Camp Apex, Highland Village Housing for the Elderly, Labelle's Rest Home, and the Valley Play School. High-tension electrical wires have the potential to cause brush fires. Additionally, brushfires can start along rail lines as trains produce sparks that ignite brush along the tracks. In Shelburne there are tracks along a small section of town in the southeast corner, where brushfires have been caused by trains.

The Northeast Wildfire Risk Assessment Geospatial Work Group completed a geospatial analysis of fire risk in the 20-state U.S. Forest Service Northeastern Area. The assessment is

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<sup>31</sup> *Shelburne Open Space and Recreation Plan, 2014-2021.*

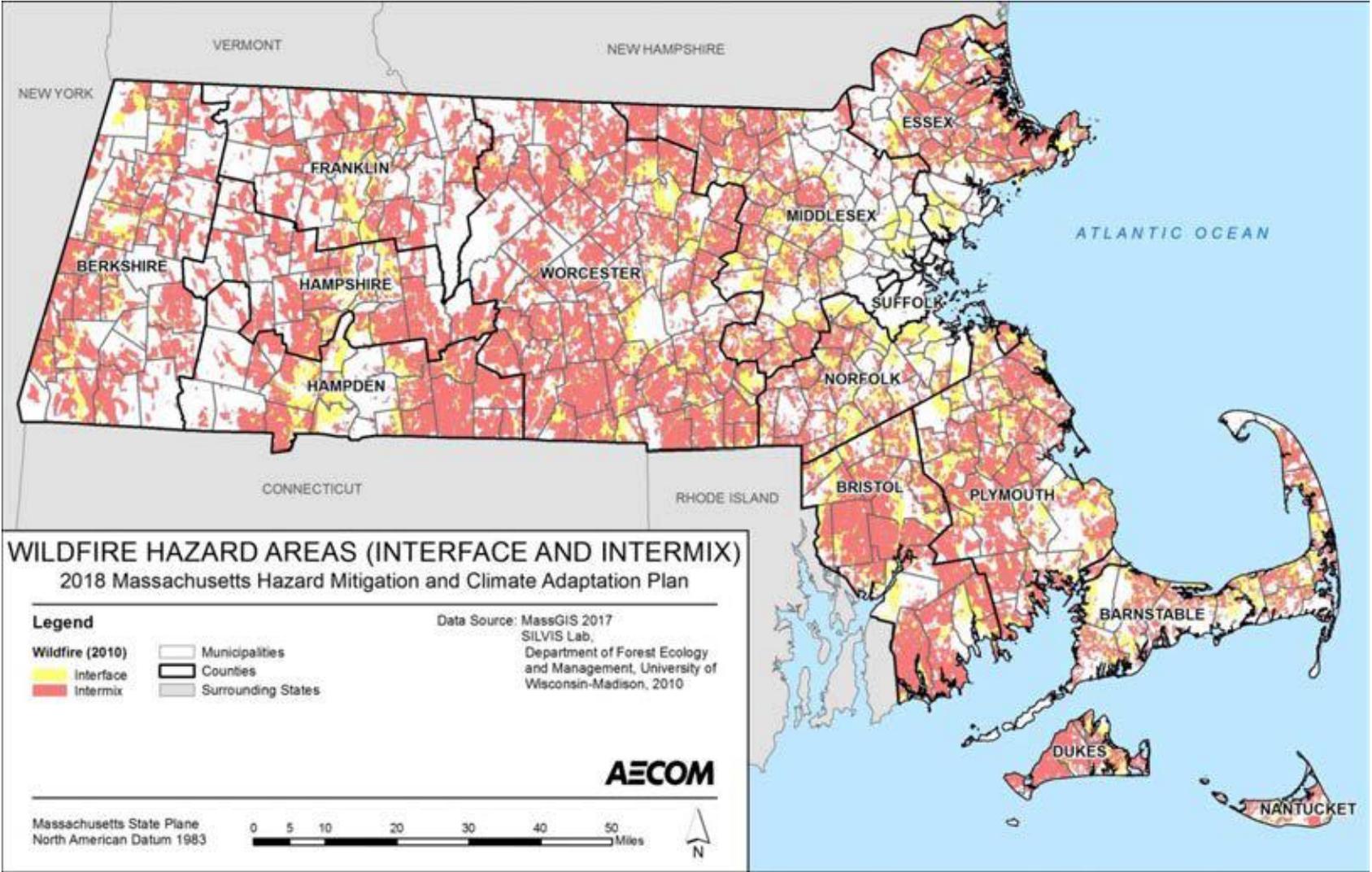
<sup>32</sup> See the project website for more information: <http://www.mohawktrailwoodlandpartnership.org/>

comprised of three components—fuels, wildland-urban interface, and topography (slope and aspect)—that are combined using a weighted overlay to identify wildfire-prone areas where hazard mitigation practices would be most effective. Figure 3-11 illustrates the areas identified for the Commonwealth. Shelburne partly falls within the “High” wildfire risk area. The entire town of Shelburne, which is approximately 72% forested, is at risk for wildfire.

Early detection of wildfires is a key part of the Bureau’s overall effort. Early detection is achieved by trained Bureau observers who staff the statewide network of 42 operating fire towers. During periods of high fire danger, the Bureau conducts county-based fire patrols in forested areas. These patrols assist cities and towns in prevention efforts and allow for the quick deployment of mobile equipment for suppression of fires during their initial stage. Figure 3-12 displays the Bureau’s fire control districts and fire towers in Massachusetts, including the fire tower in Shelburne.

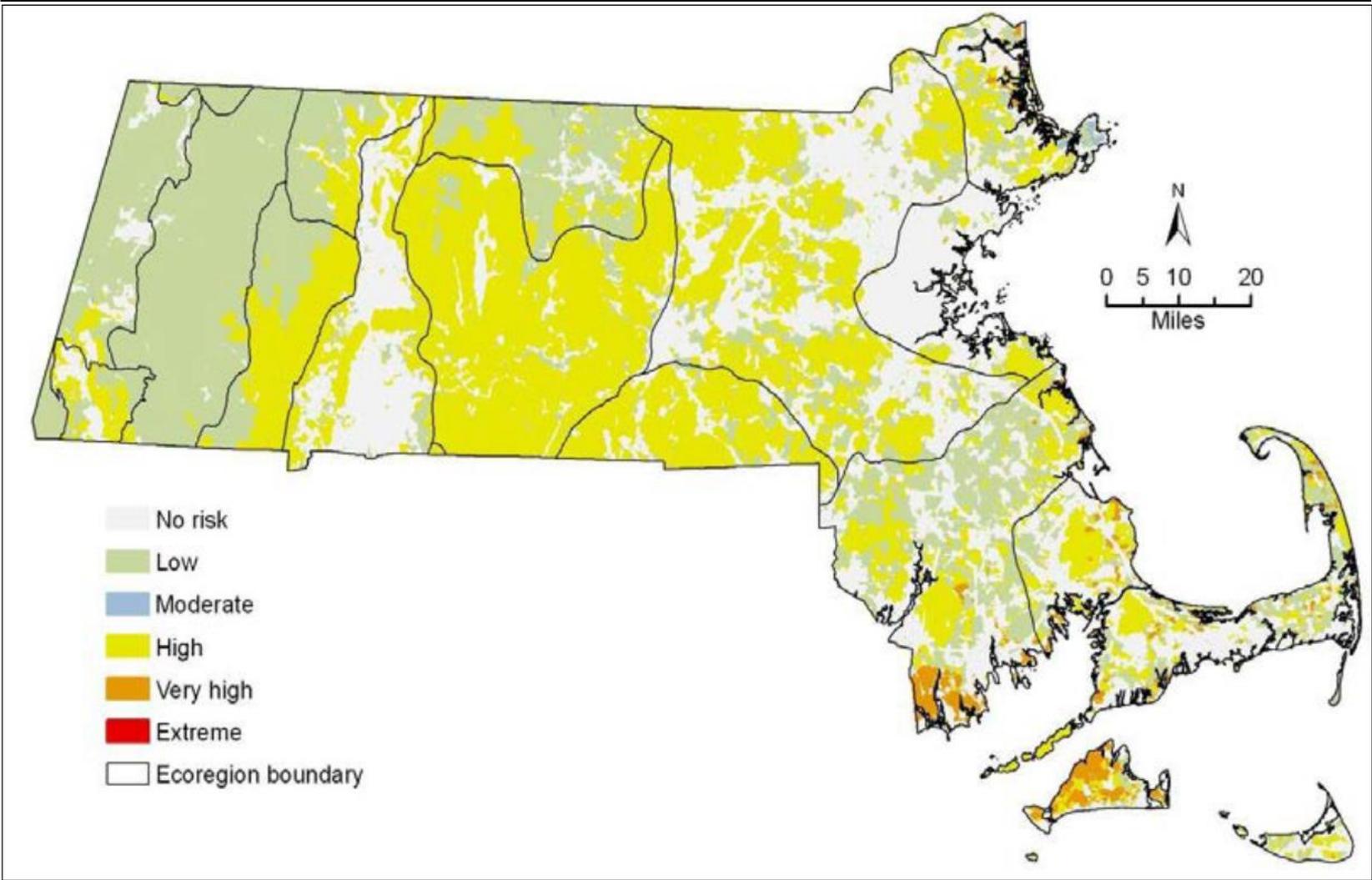
A wildfire in Shelburne has the potential to have a “Medium” location of occurrence, impacting 10% to 50% of the town.

**Figure 3-10: Wildland-Urban Interface and Intermix for the Commonwealth of Massachusetts**



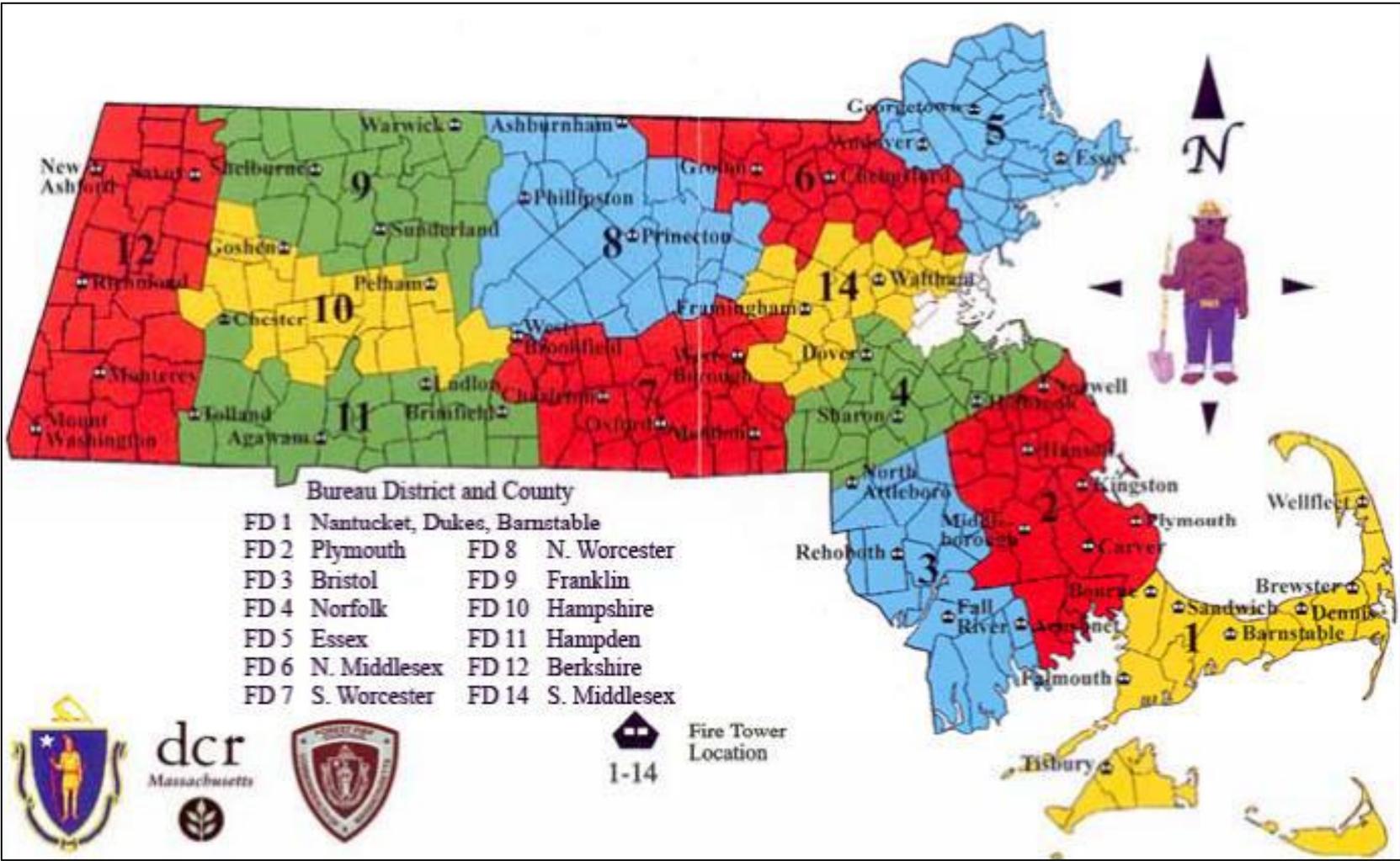
Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

Figure 3-11: Wildfire Risk Areas for the Commonwealth of Massachusetts



Source: Northeast Wildfire Risk Assessment Geospatial Work Group, 2009, as presented in the Massachusetts State Hazard Mitigation and Climate Adaptation Plan, September 2018.

Figure 3-12: Massachusetts Bureau of Forest Fire Control Districts and Tower Network



Source: Massachusetts Department of Conservation and Recreation, Bureau of Forest Fire Control, 2018, as presented in the Massachusetts State Hazard Mitigation and Climate Adaptation Plan, September 2018.

## Extent

The National Wildfire Coordinating Group defines seven classes of wildfires:

- Class A: 0.25 acre or less
- Class B: more than 0.25 acre, but less than 10 acres
- Class C: 10 acres or more, but less than 100 acres
- Class D: 100 acres or more, but less than 300 acres
- Class E: 300 acres or more, but less than 1,000 acres
- Class F: 1,000 acres or more, but less than 5,000 acres
- Class G: 5,000 acres or more.

Unfragmented and heavily forested areas of the state are vulnerable to wildfires, particularly during droughts. The greatest potential for significant damage to life and property from fire exists in areas designated as wildland-urban interface areas. A wildland-urban interface area defines the conditions where highly flammable vegetation is adjacent to developed areas. Fires can be classified by physical parameters such as their fireline intensity, or Byram's intensity, which is the rate of energy per unit length of the fire front (BTU [British thermal unit] per foot of fireline per second). Wildfires are also measured by their behavior, including total heat release during burnout of fuels (BTU per square foot) and whether they are crown-, ground-, or surface-burning fires. Following a fire event, the severity of the fire can be measured by the extent of mortality and survival of plant and animal life aboveground and belowground and by the loss of organic matter.<sup>33</sup>

If a fire breaks out and spreads rapidly, residents may need to evacuate within days or hours. A fire's peak burning period generally is between 1 p.m. and 6 p.m. Once a fire has started, fire alerting is reasonably rapid in most cases. The rapid spread of cellular and two-way radio communications in recent years has further contributed to a significant improvement in warning time.

## Previous Occurrences

In the last five years (2012 – 2016) Franklin County has averaged 75 brush, tree, or lawn fires a year, with the highest reported number of fires occurring in 2016 (Figure 3-14). During 2016,

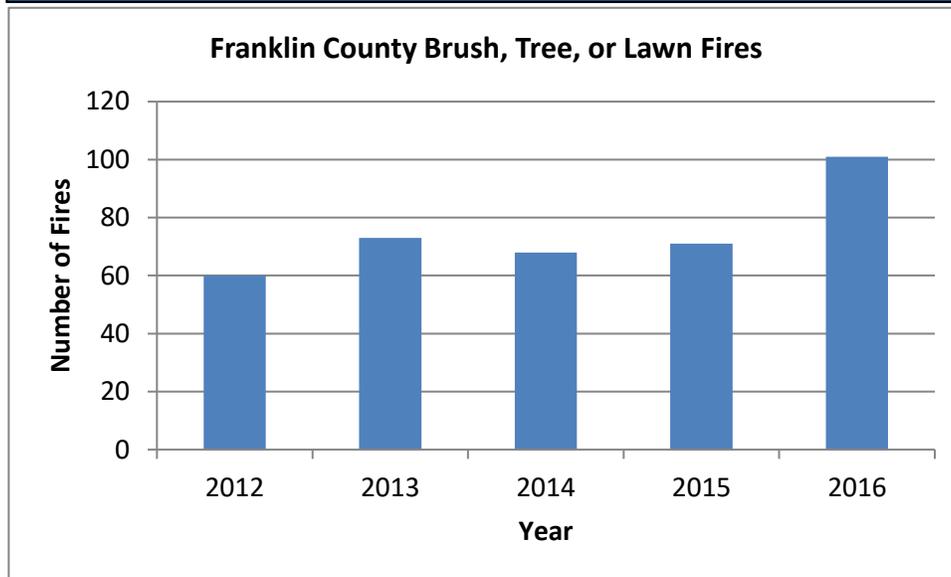
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<sup>33</sup> (NPS, n.d.).

Franklin County and Massachusetts experienced one of the worst droughts in the last 50 years.

Shelburne is heavily forested and therefore vulnerable to wildfires. According to the Committee, there have been no instances of wildfires in Shelburne in recent years. Annually there are between 2 to 10 brushfires in town, which typically consume less than an acre of land.

**Figure 3-14: Outdoor Vegetation Fires in Franklin County 2012 - 2016**



Source: Massachusetts Fire Incident Reporting System County Profiles.

**Probability of Future Events**

It is difficult to predict the likelihood of wildfires in a probabilistic manner because a number of factors affect fire potential and because some conditions (e.g., ongoing land use development patterns, location, and fuel sources) exert changing pressure on the wildland-urban interface zone. However, based on the frequency of past occurrences, Shelburne has a “High” probability (25% to 50% chance) that it will experience a wildfire in a given year.

**Impact**

Unfragmented and heavily forested areas of Shelburne are vulnerable to wildfires, particularly during droughts. The greatest potential for significant damage to life and property from fire exists in areas designated as wildland-urban interface areas. A wildland-urban interface area defines the conditions where highly flammable vegetation is adjacent to developed areas. The greatest impact in Shelburne from a wildfire is to the natural environment. The Committee estimates the impact of a wildfire in Shelburne is typically “Minor,” with only minor damage to

property in the affected area.

## **Vulnerability**

### ***Society***

As demonstrated by historical wildfire events, potential losses from wildfire include human health and the lives of residents and responders. The most vulnerable populations include emergency responders and those within a short distance of the interface between the built environment and the wildland environment.

### **Vulnerable Populations**

All individuals whose homes or workplaces are located in wildfire hazard zones are exposed to this hazard, as wildfire behavior can be unpredictable and dynamic. However, the most vulnerable members of this population are those who would be unable to evacuate quickly, including those over the age of 65, households with young children under the age of 5, people with mobility limitations, and people with low socioeconomic status. Landowners with pets or livestock may face additional challenges in evacuating if they cannot easily transport their animals. Outside of the area of immediate impact, sensitive populations, such as those with compromised immune systems or cardiovascular or respiratory diseases, can suffer health impacts from smoke inhalation. Individuals with asthma are more vulnerable to the poor air quality associated with wildfire. Finally, firefighters and first responders are vulnerable to this hazard if they are deployed to fight a fire in an area they would not otherwise be in.

Table 3-30 estimates the number of vulnerable populations and households in Shelburne. Individuals and households may fall into multiple categories, so the numbers should not be added. Rather, the table provides Town officials and emergency response personnel with information to help plan for responding to the needs of Shelburne residents during a wildfire event.

<b>Table 3-30: Estimated Vulnerable Populations in Shelburne</b>		
<b>Vulnerable Population Category</b>	<b>Number</b>	<b>Percent of Total Population*</b>
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
<b>Vulnerable Household Category</b>	<b>Number</b>	<b>Percent of Total Households*</b>
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%

\*Total population = 1,935; Total households = 881

Note: Individuals and households may be counted under multiple categories.

Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

Health Impacts

Smoke and air pollution from wildfires can be a severe health hazard. Smoke generated by wildfire consists of visible and invisible emissions containing particulate matter (soot, tar, and minerals), gases (water vapor, carbon monoxide, carbon dioxide (CO<sub>2</sub>), and nitrogen oxides), and toxics (formaldehyde and benzene). Emissions from wildfires depend on the type of fuel, the moisture content of the fuel, the efficiency (or temperature) of combustion, and the weather. Other public health impacts associated with wildfire include difficulty in breathing, reactions to odor, and reduction in visibility. Due to the high prevalence of asthma in Massachusetts, there is a high incidence of emergency department visits when respiratory irritants like smoke envelop an area. Wildfires may also threaten the health and safety of those fighting the fires. First responders are exposed to dangers from the initial incident and the aftereffects of smoke inhalation and heat-related illness.

Economic Impacts

Wildfire events can have major economic impacts on a community, both from the initial loss of structures and the subsequent loss of revenue from destroyed businesses and a decrease in tourism. Individuals and families also face economic risk if their home is impacted by wildfire. The exposure of homes to this hazard is widespread. Additionally, wildfires can require thousands of taxpayer dollars in fire response efforts and can involve hundreds of operating hours on fire apparatus and thousands of man-hours from volunteer firefighters. There are also

many direct and indirect costs to local businesses that excuse volunteers from work to fight these fires.

**Infrastructure**

For the purposes of this planning effort, all elements of the built environment located in the wildland interface and intermix areas are considered exposed to the wildfire hazard. Table 3-31 identifies the value of all residential, open space, commercial, industrial, and municipal land uses in Town, and the losses that would result from 1%, 5%, and 10% damage to this inventory as a result of a wildfire.

<b>Table 3-31: Estimated Potential Loss by Tax Classification</b>				
<b>Tax Classification</b>	<b>Total Assessed Value FY2019</b>	<b>1% Damage Loss Estimate</b>	<b>5% Damage Loss Estimate</b>	<b>10% Damage Loss Estimate</b>
<b>Residential</b>	\$205,752,357	\$2,057,524	\$10,287,618	\$20,575,236
<b>Open Space</b>	\$0	\$0	\$0	\$0
<b>Commercial</b>	\$22,640,071	\$226,401	\$1,132,004	\$2,264,007
<b>Industrial</b>	\$8,705,170	\$87,052	\$435,259	\$870,517
<b>Municipal*</b>	\$13,035,994	\$130,360	\$651,800	\$1,303,599
<b>Total</b>	<b>\$250,133,592</b>	<b>\$2,501,337</b>	<b>\$12,506,681</b>	<b>\$25,013,359</b>

\* Municipal value is the total insured value of municipal buildings (Cowell Gym, Memorial Hall, Police Station, Pratt Memorial Library, Sewer Pump Station, Shelburne Library, Town Garage, and Visitors Center) as of 2017, and the FY2019 assessed value of the Buckland Shelburne Elementary School.

Source: Massachusetts Department of Revenue - Division of Local Services, Municipal Databank/Local Aid Section.

Agriculture

While Massachusetts does not experience wildfires at the same magnitude as those in western states, wildfires do occur and are a threat to the agriculture sector. The forestry industry is especially vulnerable to wildfires. Barns, other wooden structures, and animals and equipment in these facilities are also susceptible to wildfires.

Energy

Distribution lines are subject to wildfire risk because most poles are made of wood and susceptible to burning. Transmission lines are at risk to faulting during wildfires, which can result in a broad area outage. In the event of a wildfire, pipelines could provide a source of fuel and lead to a catastrophic explosion.

Public Health

As discussed in the Populations section of the wildfire hazard profile, wildfires impact air quality and public health. Widespread air quality impairment can lead to overburdened hospitals.

### Public Safety

Wildfire is a threat to emergency responders and all infrastructure within the vicinity of a wildfire.

### Transportation

Most road and railroads would be without damage except in the worst scenarios. However, fires can create conditions that block or prevent access, and they can isolate residents and emergency service providers. The wildfire hazard typically does not have a major direct impact on bridges, but wildfires can create conditions in which bridges are obstructed.

### Water Infrastructure

In addition to potential direct losses to water infrastructure, wildfires may result in significant withdrawal of water supplies. Coupled with the increased likelihood that drought and wildfire will coincide under the future warmer temperatures associated with climate change, this withdrawal may result in regional water shortages and the need to identify new water sources.

### ***Environment***

Fire is a natural part of many ecosystems and serves important ecological purposes, including facilitating the nutrient cycling from dead and decaying matter, removing diseased plants and pests, and regenerating seeds or stimulating germination of certain plants. However, many wildfires, particularly man-made wildfires, can also have significant negative impacts on the environment. In addition to direct mortality, wildfires and the ash they generate can distort the flow of nutrients through an ecosystem, reducing the biodiversity that can be supported.

Frequent wildfires can eradicate native plant species and encourage the growth of fire-resistant invasive species. Some of these invasive species are highly flammable; therefore, their establishment in an area increases the risk of future wildfires. There are other possible feedback loops associated with this hazard. For example, every wildfire contributes to atmospheric CO<sub>2</sub> accumulation, thereby contributing to global warming and increasing the probability of future wildfires (as well as other hazards). There are also risks related to hazardous material releases during a wildfire. During wildfires, containers storing hazardous materials could rupture due to excessive heat and act as fuel for the fire, causing rapid spreading of the wildfire and escalating it to unmanageable levels. In addition, these materials could leak into surrounding areas, saturating soils and seeping into surface waters to cause severe and lasting environmental damage.

**Vulnerability Summary**

Based on the above assessment, Shelburne faces a “Medium” vulnerability from wildfire and brushfires. While wildfires have caused minimal damage, injury and loss of life to date in Shelburne, their potential to destroy property and cause injury or death exists. Existing and future mitigation efforts should continue to be developed and employed that will enable Shelburne to be prepared for these events when they occur. Wildfires can also cause utility disruption and air-quality problems. Particular areas of vulnerability include low-income and elderly populations, and residents living in the interface area adjacent to large areas of unfragmented forests. The following problem statements summarize the areas of greatest concern to Shelburne regarding wildfires.

Wildfire Hazard Problem Statements
<ul style="list-style-type: none"> <li>• Most residents in Shelburne live within or adjacent to heavily forested areas.</li> <li>• Elderly and disabled residents living alone are more vulnerable to the hazards of wildfire, especially those who do not own or drive a car, or lack sufficient social support to ensure their care and safety during emergencies.</li> <li>• Shelburne’s emergency shelter at the Mohawk Trail Regional School in Buckland may be difficult to access if roads become blocked by wildfire.</li> <li>• Shelburne’s reliance on Route 2 as the major transportation and evacuation route in town places residents and emergency responders at risk if the road becomes blocked by wildfire or its associated impacts.</li> <li>• Emergency Communication Infrastructure in several areas of town may be susceptible to wildfire, including the radio tower on Cooper Lane, the stone tower on Tower Road, and the radio complex on Old Albany Road.</li> <li>• Shelburne residents relying on private wells for water are at risk during prolonged power outages caused by a wildfire.</li> <li>• Wildfires started by sparks from trains is a concern given the close proximity of the rails to heavily forested areas.</li> </ul>

## **EARTHQUAKES**

### **Potential Impacts of Climate Change**

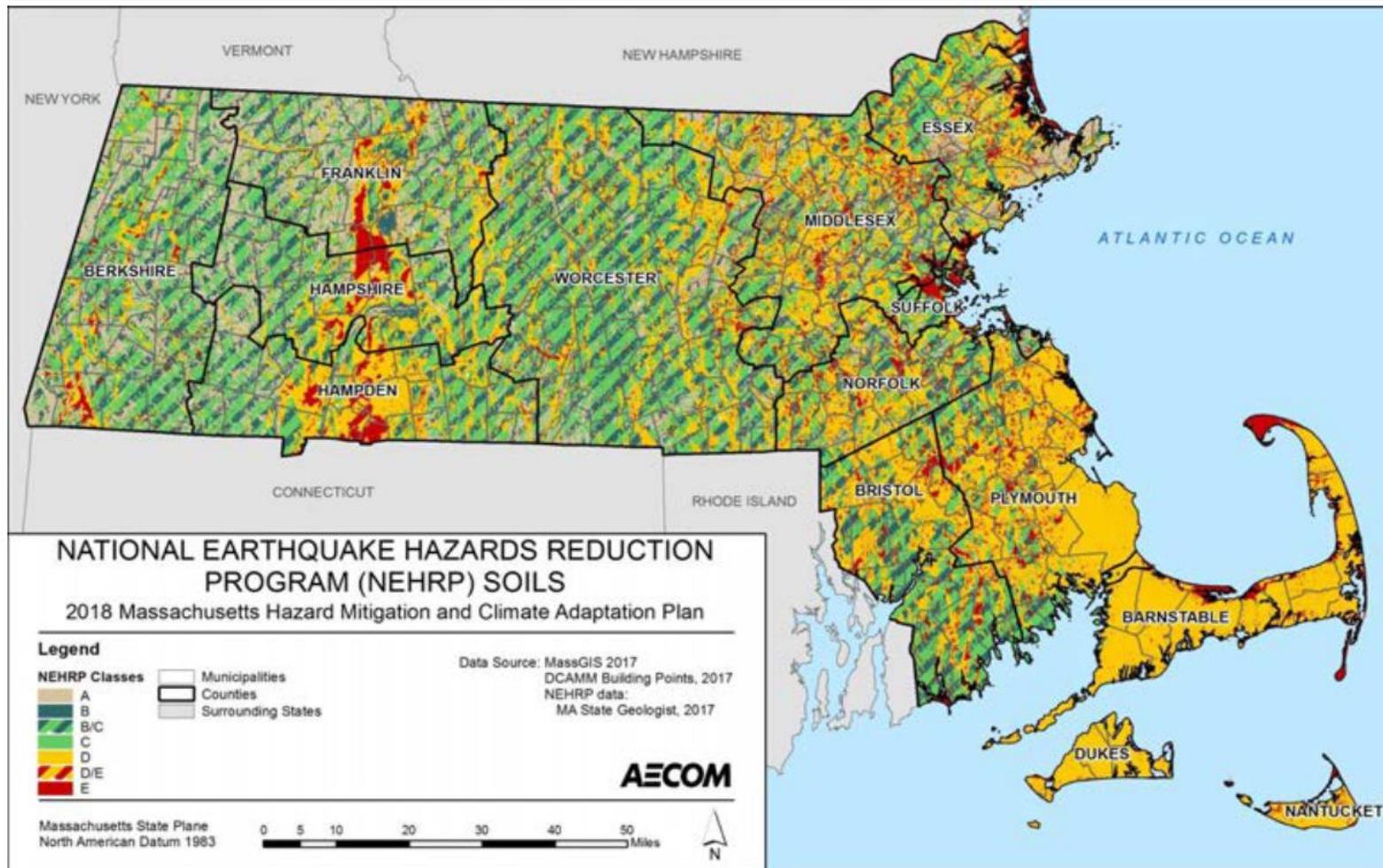
The State Hazard Mitigation and Climate Adaptation Plan does not identify any effects of climate change on the earthquake hazard in Massachusetts.

### **Hazard Description**

An earthquake is the vibration of the Earth's surface that follows a release of energy in the Earth's crust. These earthquakes often occur along fault boundaries. As a result, areas that lie along fault boundaries—such as California, Alaska, and Japan—experience earthquakes more often than areas located within the interior portions of these plates. New England, on the other hand, experiences intraplate earthquakes because it is located deep within the interior of the North American plate. Scientists are still exploring the cause of intraplate earthquakes, and many believe these events occur along geological features that were created during ancient times and are now weaker than the surrounding areas.

Ground shaking is the primary cause of earthquake damage to man-made structures. This damage can be increased due to the fact that soft soils amplify ground shaking. A contributor to site amplification is the velocity at which the rock or soil transmits shear waves (S waves). The National Earthquake Hazards Reduction Program (NEHRP) developed five soil classifications, which are defined by their S-wave velocity, that impact the severity of an earthquake. The soil classification system ranges from A to E, where A represents hard rock that reduces ground motions from an earthquake and E represents soft soils that amplify and magnify ground shaking and increase building damage and losses. These soil types are shown in Figure 3-14.

Figure 3-14: National Earthquake Hazards Reduction Program Soil Types in Massachusetts



Note: This map should be viewed as a first-order approximation of the NEHRP soil classifications. They are not intended for site-specific engineering design or construction. The map is provided only as a guide for use in estimating potential damage from earthquakes. The maps do not guarantee or predict seismic risk or damage. However, the maps certainly provide a first step by highlighting areas that may warrant additional, site-specific investigation if high seismic risk coincides with critical facilities, utilities, or roadways. Sources: Mabee and Duncan, 2017; Preliminary NEHRP Soil Classification Map of Massachusetts, as presented in the Massachusetts State Hazard Mitigation and Climate Adaptation Plan, September 2018.

## Location

New England is located in the middle of the North American Plate. One edge of the North American Plate is along the West Coast where the plate is pushing against the Pacific Ocean Plate. The eastern edge of the North American Plate is located at the middle of the Atlantic Ocean, where the plate is spreading away from the European and African Plates. New England's earthquakes appear to be the result of the cracking of the crustal rocks due to compression as the North American Plate is being very slowly squeezed by the global plate movements. As a result, New England epicenters do not follow the major mapped faults of the region, nor are they confined to particular geologic structures or terrains. Because earthquakes have been detected all over New England, seismologists suspect that a strong earthquake could be centered anywhere in the region. Furthermore, the mapped geologic faults of New England currently do not provide any indications detailing specific locations where strong earthquakes are most likely to be centered.

In addition to earthquakes occurring within the Commonwealth, earthquakes in other parts of New England can impact widespread areas. This is due in part to the fact that earthquakes in the eastern U.S. are felt over a larger area than those in the western U.S. The difference between seismic shaking in the East versus the West is primarily due to the geologic structure and rock properties that allow seismic waves to travel farther without weakening.<sup>34</sup>

Because of the regional nature of the hazard, the entire town is susceptible to earthquakes, and the location of occurrence would be "large," with over 50% of the town affected.

## Extent

The location of an earthquake is commonly described by the geographic position of its epicenter and by its focal depth. The focal depth of an earthquake is the depth from the surface to the region where the earthquake's energy originates (the focus). Earthquakes with focal depths up to about 43.5 miles are classified as shallow. Earthquakes with focal depths of 43.5 to 186 miles are classified as intermediate. The focus of deep earthquakes may reach depths of more than 435 miles. The focus of most earthquakes is concentrated in the upper 20 miles of the Earth's crust. The depth to the Earth's core is about 3,960 miles, so even the deepest earthquakes originate in relatively shallow parts of the Earth's interior. The epicenter of an earthquake is the point on the Earth's surface directly above the focus.

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<sup>34</sup> (USGS, 2012).

Seismic waves are the vibrations from earthquakes that travel through the Earth and are recorded on instruments called seismographs. The magnitude or extent of an earthquake is a measured value of the amplitude of the seismic waves. The Richter magnitude scale (Richter scale) was developed in 1932 as a mathematical device to compare the sizes of earthquakes. The Richter scale is the most widely known scale for measuring earthquake magnitude. It has no upper limit and is not used to express damage. An earthquake in a densely populated area, which results in many deaths and considerable damage, can have the same magnitude as an earthquake in a remote area that causes no damage.

The perceived severity of an earthquake is based on the observed effects of ground shaking on people, buildings, and natural features, and severity varies with location. Intensity is expressed by the Modified Mercalli Scale, which describes how strongly an earthquake was felt at a particular location. The Modified Mercalli Scale expresses the intensity of an earthquake’s effects in a given locality in values ranging from I to XII. Seismic hazards are also expressed in terms of PGA, which is defined by USGS as “what is experienced by a particle on the ground” in terms of percent of acceleration force of gravity. More precisely, seismic hazards are described in terms of Spectral Acceleration, which is defined by USGS as “approximately what is experienced by a building, as modeled by a particle on a massless vertical rod having the same natural period of vibration as the building” in terms of percent of acceleration force of gravity (percent g). Tables 3-32 and 3-33 summarize the Richter scale magnitudes, Modified Mercalli Intensity scale, and associated damage.

Table 3-32: Richter Scale Magnitudes and Effects	
Magnitude	Effects
< 3.5	Generally not felt, but recorded.
3.5 - 5.4	Often felt, but rarely causes damage.
5.4 - 6.0	At most slight damage to well-designed buildings. Can cause major damage to poorly constructed buildings over small regions.
6.1 - 6.9	Can be destructive in areas up to about 100 kilometers across where people live.
7.0 - 7.9	Major earthquake. Can cause serious damage over larger areas.
8 or >	Great earthquake. Can cause serious damage in areas several hundred kilometers across.

Source: US Federal Emergency Management Agency

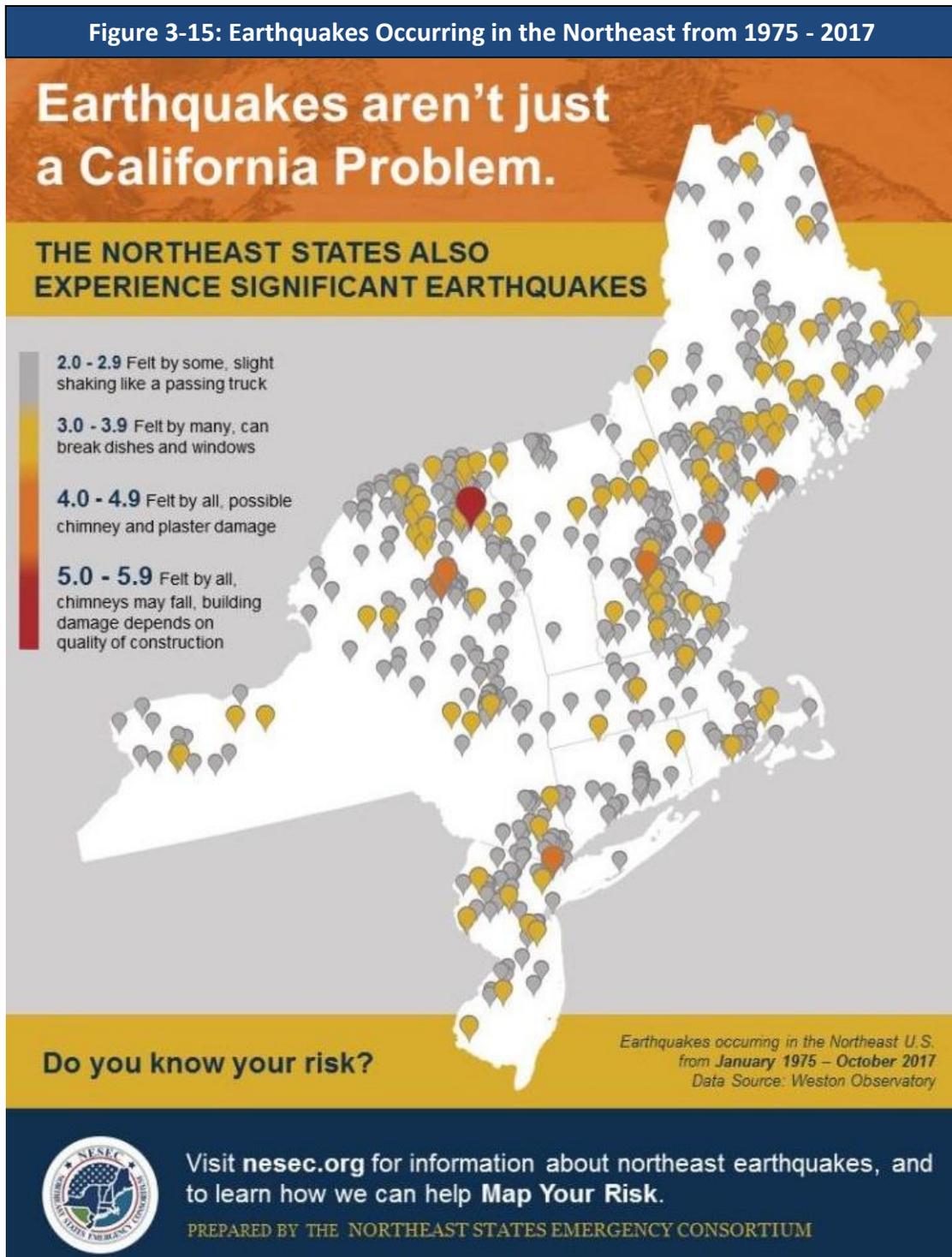
Table 3-33: Modified Mercalli Intensity Scale for and Effects			
Scale	Intensity	Description of Effects	Corresponding Richter Scale Magnitude
I	Instrumental	Detected only on seismographs.	
II	Feeble	Some people feel it.	< 4.2
III	Slight	Felt by people resting; like a truck rumbling by.	
IV	Moderate	Felt by people walking.	
V	Slightly Strong	Sleepers awake; church bells ring.	< 4.8
VI	Strong	Trees sway; suspended objects swing, objects fall off shelves.	< 5.4
VII	Very Strong	Mild alarm; walls crack; plaster falls.	< 6.1
VIII	Destructive	Moving cars uncontrollable; masonry fractures, poorly constructed buildings damaged.	
IX	Ruinous	Some houses collapse; ground cracks; pipes break open.	< 6.9
X	Disastrous	Ground cracks profusely; many buildings destroyed; liquefaction and landslides widespread.	< 7.3
XI	Very Disastrous	Most buildings and bridges collapse; roads, railways, pipes and cables destroyed; general triggering of other hazards.	< 8.1
XII	Catastrophic	Total destruction; trees fall; ground rises and falls in waves.	> 8.1

Source: US Federal Emergency Management Agency

### Previous Occurrences

Although it is well documented that the zone of greatest seismic activity in the U.S. is along the Pacific Coast in Alaska and California, in the New England area, an average of six earthquakes are felt each year (Figure 3-15). Damaging earthquakes have taken place historically in New England (Table 3-34). According to the Weston Observatory Earthquake Catalog, 6,470 earthquakes have occurred in New England and adjacent areas. However, only 35 of these events were considered significant. The most recent earthquakes in the region that could have affected the Town of Shelburne are shown in Figure 3-15. There is no record of any damage to the Town of Shelburne as a result of these earthquakes.

Figure 3-15: Earthquakes Occurring in the Northeast from 1975 - 2017



Source: Northeast States Emergency Consortium (NESEC) <http://nsec.org/earthquakes-hazards/>.

<b>Table 3-34: Northeast States Record of Historic Earthquakes</b>			
<b>State</b>	<b>Years of Record</b>	<b>Number of Earthquakes</b>	<b>Years with Damaging Earthquakes</b>
Connecticut	1678 - 2016	115	1791
Maine	1766 - 2016	454	1973, 1904
Massachusetts	1668 - 2016	408	1727, 1755
New Hampshire	1638 - 2016	320	1638, 1940
Rhode Island	1766 - 2016	34	
Vermont	1843 - 2016	50	
New York	1737 - 2016	551	1737, 1929, 1944, 1983, 2002
<i>Total Number of Earthquakes felt: 1,932</i>			

Source: Northeast States Emergency Consortium website, <http://nesec.org/earthquakes-hazards/>

### Probability of Future Events

Earthquakes cannot be predicted and may occur at any time. However, a 1994 report by the USGS, based on a meeting of experts at the Massachusetts Institute of Technology, provides an overall probability of occurrence. Earthquakes above magnitude 5.0 have the potential for causing damage near their epicenters, and larger magnitude earthquakes have the potential for causing damage over larger areas. This report found that the probability of a magnitude 5.0 or greater earthquake centered somewhere in New England in a 10-year period is about 10 percent to 15 percent. This probability rises to about 41 percent to 56 percent for a 50-year period. The last earthquake with a magnitude above 5.0 that was centered in New England took place in the Ossipee Mountains of New Hampshire in 1940. Based on past events, Shelburne has “Very Low” probability, or less than 1% chance in a given year, of being impacted by an earthquake.

### Impact

Ground shaking from earthquakes can rupture gas mains and disrupt other utility service, damage buildings, bridges and roads, and trigger other hazardous events such as avalanches, flash floods (dam failure) and fires. Un-reinforced masonry buildings, buildings with foundations that rest on filled land or unconsolidated, unstable soil, and mobile homes not tied to their foundations are at risk during an earthquake. Massachusetts introduced earthquake design requirements into the building code in 1975 and improved building code for seismic reasons in the 1980s. However, these specifications apply only to new buildings or to extensively-modified existing buildings. Buildings, bridges, water supply lines, electrical power lines and facilities built

before the 1980s may not have been designed to withstand the forces of an earthquake. The seismic standards have also been upgraded with the 1997 revision of the State Building Code. Liquefaction of the land near water could also lead to extensive destruction.

Shelburne faces potentially “Limited” impacts from earthquakes, with more than 10% of property damaged in the affected area.

## **Vulnerability**

### ***Society***

The entire population of Shelburne is potentially exposed to direct and indirect impacts from earthquakes. The degree of exposure depends on many factors, including the age and construction type of the structures where people live, work, and go to school; the soil type these buildings are constructed on; and the proximity of these buildings to the fault location. In addition, the time of day also exposes different sectors of the community to the hazard. There are many ways in which earthquakes could impact the lives of residents. Business interruptions could keep people from working, road closures could isolate populations, and loss of utilities could impact populations that suffered no direct damage from an event itself. People who reside or work in unreinforced masonry buildings are vulnerable to liquefaction.

### Vulnerable Populations

The populations most vulnerable to an earthquake event include people over the age of 65 (25% of Shelburne’s population) and those living below the poverty level (8.5% of Shelburne’s population). These socially vulnerable populations are most susceptible, based on a number of factors, including their physical and financial ability to react or respond during a hazard, the location and construction quality of their housing, and the inability to be self-sustaining after an incident due to a limited ability to stockpile supplies. Residents living in homes built prior to the 1970s when the State building code first went into effect, and residents living in mobile homes, are also more vulnerable to earthquakes. An estimated 749 housing units in Shelburne, or 76% of all housing units in town, were built prior to the 1970s. An estimated 6 mobile homes are located in Shelburne, accounting for less than 1% of the total housing stock.<sup>35</sup>

Earthen dams and levees are highly susceptible to seismic events, and the impacts of their eventual failures can be considered secondary risks for earthquakes. Dam failure at any one of the hydroelectric dams along the Deerfield River is discussed in more detail in the Dam Failure section.

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<sup>35</sup> U.S. Census Bureau 2013-2017 American Community Survey five-year estimates.

Health Impacts

The most immediate health risk presented by the earthquake hazard is trauma-related injuries and fatalities, either from structural collapse, impacts from nonstructural items such as furniture, or the secondary effects of earthquakes, such as landslides and fires. Following a severe earthquake, health impacts related to transportation impediments and lack of access to hospitals may occur, as described for other hazards. If ground movement causes hazardous material (in storage areas or in pipelines) to enter the environment, additional health impacts could result, particularly if surface water, groundwater, or agricultural areas are contaminated.

Economic Impacts

Earthquakes also have impacts on the economy, including loss of business functions, damage to inventories, relocation costs, wage losses, and rental losses due to the repair or replacement of buildings. Lifeline-related losses include the direct repair cost for transportation and utility systems. Additionally, economic losses include the business interruption losses associated with the inability to operate a business due to the damage sustained during the earthquake as well as temporary living expenses for those displaced.

**Infrastructure**

All elements of the built environment in Shelburne are exposed to the earthquake hazard. Table 3-35 identifies the value of all residential, open space, commercial, industrial, and municipal land uses in Town, and the losses that would result from 1%, 5%, and 10% damage to this inventory as a result of an earthquake.

<b>Table 3-35: Estimated Potential Loss by Tax Classification</b>				
<b>Tax Classification</b>	<b>Total Assessed Value FY2019</b>	<b>1% Damage Loss Estimate</b>	<b>5% Damage Loss Estimate</b>	<b>10% Damage Loss Estimate</b>
<b>Residential</b>	\$205,752,357	\$2,057,524	\$10,287,618	\$20,575,236
<b>Open Space</b>	\$0	\$0	\$0	\$0
<b>Commercial</b>	\$22,640,071	\$226,401	\$1,132,004	\$2,264,007
<b>Industrial</b>	\$8,705,170	\$87,052	\$435,259	\$870,517
<b>Municipal*</b>	\$13,035,994	\$130,360	\$651,800	\$1,303,599
<b>Total</b>	<b>\$250,133,592</b>	<b>\$2,501,337</b>	<b>\$12,506,681</b>	<b>\$25,013,359</b>

\* Municipal value is the total insured value of municipal buildings (Cowell Gym, Memorial Hall, Police Station, Pratt Memorial Library, Sewer Pump Station, Shelburne Library, Town Garage, and Visitors Center) as of 2017, and the FY2019 assessed value of the Buckland Shelburne Elementary School.

Source: Massachusetts Department of Revenue - Division of Local Services, Municipal Databank/Local Aid Section.

In addition to these direct impacts, there is increased risk associated with hazardous materials

releases, which have the potential to occur during an earthquake from fixed facilities, transportation-related incidents (vehicle transportation), and pipeline distribution. These failures can lead to the release of materials to the surrounding environment, including potentially catastrophic discharges into the atmosphere or nearby waterways, and can disrupt services well beyond the primary area of impact.

### Agriculture

Earthquakes can result in loss of crop yields, loss of livestock, and damage to barns, processing facilities, greenhouses, equipment, and other agricultural infrastructure. Earthquakes can be especially damaging to farms and forestry if they trigger a landslide.

### Energy

Earthquakes can damage power plants, gas lines, liquid fuel storage infrastructure, transmission lines, utility poles, solar and wind infrastructure, and other elements of the energy sector. Damage to any components of the grid can result in widespread power outages.

### Public Health

A significant earthquake may result in numerous injuries that could overburden hospitals.

### Public Safety

Police stations, fire stations, and other public safety infrastructure can experience direct losses (damage) from earthquakes. The capability of the public safety sector is also vulnerable to damage caused by earthquakes to roads and the transportation sector.

### Transportation

Earthquakes can impact many aspects of the transportation sector, including causing damage to roads, bridges, vehicles, and storage facilities and sheds. Damage to road networks and bridges can cause widespread disruption of services and impede disaster recovery and response.

### Water and Wastewater Infrastructure

Due to their extensive networks of aboveground and belowground infrastructure—including pipelines, pump stations, tanks, administrative and laboratory buildings, reservoirs, chemical storage facilities, and treatment facilities—water and wastewater utilities are vulnerable to earthquakes. Additionally, sewer and water treatment facilities are often built on ground that is subject to liquefaction, increasing their vulnerability. Earthquakes can cause ruptures in storage and process tanks, breaks in pipelines, and building collapse, resulting in loss of water and loss of pressure, and contamination and disruption of drinking water services. Damage to wastewater infrastructure can lead to sewage backups and releases of untreated sewage into

the environment.

### ***Environment***

Earthquakes can impact natural resources and the environment in a number of ways, both directly and through secondary impacts. For example, damage to gas pipes may cause explosions or leaks, which can discharge hazardous materials into the local environment or the watershed if rivers are contaminated. Fires that break out as a result of earthquakes can cause extensive damage to ecosystems, as described in the Wildfire section. Primary impacts of an earthquake vary widely based on strength and location. For example, if strong shaking occurs in a forest, trees may fall, resulting not only in environmental impacts but also potential economic impacts to the landowner or forestry businesses relying on that forest. If shaking occurs in a mountainous environment, cliffs may crumble and caves may collapse. Disrupting the physical foundation of the ecosystem can modify the species balance in that ecosystem and leave the area more vulnerable to the spread of invasive species.

### ***Vulnerability Summary***

Based on this analysis, Shelburne has a "Medium" vulnerability to earthquakes. The following problem statements summarize Shelburne's areas of greatest concern regarding earthquakes.

### Earthquake Hazard Problem Statements

- An estimated 76% of Shelburne’s housing units were built prior to the 1970’s when building codes with seismic standards went into effect.
- The public water and sewer system mains were first installed in the early 1900s. While some sections of pipes have been replaced, overall the systems are vulnerable to rupture from an earthquake, including the water and sewer mains located on the Iron Bridge and the Bridge of Flowers.
- Elderly and disabled residents living alone are more vulnerable to earthquakes, especially those who do not own or drive a car, or lack sufficient social support to ensure their care and safety during emergencies.
- Shelburne’s emergency shelter at the Mohawk Trail Regional School in Buckland may be difficult to access if roads or bridges become blocked or damaged by an earthquake.
- Shelburne’s reliance on Route 2 as the major transportation and evacuation route in town places residents and emergency responders at risk if the road becomes blocked or damaged by an earthquake.
- Emergency Communication Infrastructure in several areas of town may be susceptible to wildfire, including the radio tower on Cooper Lane, the stone tower on Tower Road, and the radio complex on Old Albany Road.
- The Shelburne Town Hall lacks redundancy and digital backup for public records. Some, but not all, records are backed up. If the building were damaged or destroyed by an earthquake, all public records stored there could be lost, and many of them would be unreplaceable.
- Shelburne residents relying on private wells for water are at risk during prolonged power outages caused by an earthquake.
- Train derailment and the potential for hazardous material spills from an earthquake is a concern given the close proximity of the rail line to the Deerfield River.

## **DAM FAILURE**

### **Potential Impacts of Climate Change**

The State Hazard Mitigation and Climate Adaptation Plan does not identify any effects of climate change on the dam failure hazard in Massachusetts.

### **Hazard Description**

Dams and levees and their associated impoundments provide many benefits to a community, such as water supply, recreation, hydroelectric power generation, and flood control. However, they also pose a potential risk to lives and property. Dam or levee failure is not a common occurrence, but dams do represent a potentially disastrous hazard. When a dam or levee fails, the potential energy of the stored water behind the dam is released rapidly. Most dam or levee failures occur when floodwaters above overtop and erode the material components of the dam. Often dam or levee breaches lead to catastrophic consequences as the water rushes in a torrent downstream, flooding an area engineers refer to as an “inundation area.” The number of casualties and the amount of property damage will depend upon the timing of the warning provided to downstream residents, the number of people living or working in the inundation area, and the number of structures in the inundation area.

Many dams in Massachusetts were built during the 19<sup>th</sup> Century without the benefit of modern engineering design and construction oversight. Dams of this age can fail because of structural problems due to age and/or lack of proper maintenance, as well as from structural damage caused by an earthquake or flooding.

The Massachusetts Department of Conservation and Recreation Office of Dam Safety is the agency responsible for regulating dams in the state (M.G.L. Chapter 253, Section 44 and the implementing regulations 302 CMR 10.00). The regulations apply to dams that are in excess of 6 feet in height (regardless of storage capacity) or have more than 15 acre feet of storage capacity (regardless of height). Dam safety regulations enacted in 2005 transferred significant responsibilities for dams from the State of Massachusetts to dam owners, including the responsibility to conduct dam inspections.

### **Location**

The Shelburne Comprehensive Emergency Management (CEM) Plan lists the Albert Davenport

Dam and the Logan Pond Dam as Significant Hazard dams located within the town. The Gould Sugar House on Route 2 has a dam that holds back a small pond. If it were to fail, the Committee felt that water could overspill Route 2 and flood Cooper Lane. There have been no manmade dam failures that have impacted Shelburne in recent years.

At the writing of the last Shelburne Multi-Hazard Mitigation Plan, the Albert Davenport Dam was listed in poor physical condition. The dam is privately owned. The Committee noted that if the dam were to fail, flood waters would potentially inundate Route 2 and reach as far as the Buckland Shelburne Elementary School. Since the last plan, the owner of the dam addressed the problems with the condition of the dam.

Of particular concern to Shelburne are the dams on the Deerfield River owned by Great River Hydro and licensed by the Federal Energy Regulatory Commission (FERC). These include the Somerset Dam, the Harriman Dam, and the Sherman Dam, all of which are classified as High Hazard Dams by FERC. The Fife Brook Dam and the Bear Swamp Upper Reservoir, owned by Brookfield Power, are also High Hazard dams. The Emergency Action Plans for these projects include a series of inundation maps for each dam which illustrate potential flooding conditions for downstream areas including portions of Shelburne adjacent to the Deerfield River. A catastrophic failure of any one of these High Hazard dams would likely result in the cascading failure of all the downstream dams (both High and Low Hazard dams), resulting in widespread flooding of downstream areas in a matter of hours.

Great River Hydro created new Emergency Action Plans for the Sherman, Harriman, and Somerset dams on the Deerfield River in 2018. The plans include new inundation mapping showing inundation areas under a Sunny Day scenario (a dam breach under regular weather conditions), and under a Probable Maximum Flood (PMF) scenario (a dam breach under existing major flooding conditions). Inundation maps for the Harriman Dam, located just over the border in Whitingham, Vermont, extend from the dam downstream to Holyoke, roughly 86 miles away. Under PMF or Sunny Day conditions, flood waters from the breach would reach Shelburne (31 miles from the dam) in approximately 2 hours.

In Shelburne, the PMF and Sunny Day scenario inundation areas are similar except for two important differences. Under a Sunny Day scenario, Main Street and the Albert Davenport Pond would be inundated, but the Arms Cemetery, homes on the northern end of Mechanic Street, and part of the Buckland-Shelburne Regional School would not be flooded. Under PMF conditions, these areas would all be completely within the inundation zone. Essentially the inundation zone covers all of Water Street, Main Street, and Mechanic Street, and their cross streets, up to Bridge Street. Deerfield Avenue is within both Sunny Day and PMF inundation

zones, and depending on the scenario, some buildings on Bridge Street, from Mechanic Street to the river, could be spared during a Sunny Day scenario.

In 2010 the Franklin Regional Council of Governments (FRCOG) and the University of Massachusetts Transportation Center (UMTC) prepared a study that examined the impact of a Harriman Dam failure on the transportation network in the towns within the inundation zone as well as the county. Building upon this exercise, the FRCOG developed town-specific recommendations in the event of flooding caused by failure of the Harriman Dam. An analysis was conducted for each of the Towns located along the path of the flood including identification of critical facilities located within Town boundaries. The recommendations are intended to be used as a starting point for the development of specific emergency plans in each Town.

An analysis of the inundation area in Shelburne Falls found that four critical municipal offices and facilities are located within the inundation area:

- Shelburne Falls Fire Station (located in Buckland)
- Town Hall
- Police Station (the Police Station has moved to a location outside of the inundation zone since the study was completed)
- Buckland Shelburne Community Center

The analysis also found that the Buckland Shelburne Elementary School and Buckland Shelburne Community Center are within the inundation area and would not be available for use as a shelter during a dam failure. The Cowell Gym and Trinity Church are outside, but very close to, the inundation area. The report recommends that these buildings not be used in the event of a dam failure on the Deerfield River, due to the fact that the mapped inundation areas are approximate. Additionally, the Labelle Rest Home is located on the border of the inundation area. It is important to note that this analysis was conducted using older inundation mapping. A review of the updated inundation mapping from 2011 showed that these observations still hold true.

The report includes the following recommendations for the village of Shelburne Falls:

- The village should have a communication plan in place to receive updates and warnings on the estimated arrival and magnitude of the flood, and to relay information to downstream communities as to the magnitude and rate of the flood and status of evacuations.
- While the report does not recommend the use of Cowell Gym or Trinity Church as shelters, these facilities could be ideal locations to support emergency personnel.

- Evacuees may need to go to shelters in neighboring communities. The report recommends pre-emergency planning between Shelburne and neighboring towns to develop agreements for use of shelters in the event of a Harriman Dam failure. The Colrain Center School is suggested as a possible shelter for the Shelburne side of the village. The issue with this location, however, is that it is most easily accessed via Route 112, which would be inundated during a dam breach. Additionally, the school does not have a back-up generator. Fellowship Hall is an identified shelter within Shelburne, just north of Route 2 near Shelburne Center. Capacity at the building is 125, which could be quickly filled during a mass evacuation of the village. Additional shelters should be identified for a Harriman Dam failure.
- The Buckland-Shelburne Elementary School should have an emergency evacuation plan in place.
- Individuals and businesses should develop an emergency evacuation plan for pets and livestock, in addition to people.
- Labelle's Rest Home should develop an emergency evacuation plan.

In spring 2020, a table top exercise will be conducted by the FRCOG, with funding from the Western Region Homeland Security Advisory Council (WRHSAC), to test a severe flooding/dam failure scenario on the Deerfield River. Notification procedures between Great River Hydro and the towns will be evaluated, as well as evacuation plans and identification of locations where equipment will be needed to safely evacuate residents.

The remaining five (5) dams on the Deerfield River are classified as Low Hazard Dams; therefore, no Emergency Action Plan or inundation mapping is required by FERC. Consultants hired by US GEN in 2003 (then-owner of the dams) examined a "Sunny Day" failure scenario for these dams to determine the downstream flooding hazard potential. The incremental impact was also determined for a dam failure that occurred at a flow equivalent to the 100-year frequency flood. For these two scenarios, the study indicates that the additional flooding above the 100-year flood stage was insignificant and therefore these projects do not present a significant hazard to life and property. However, the cascading failure of one or more of these dams that would occur if one of the High Hazard dams failed would result in the catastrophic flooding shown on the inundation maps in the High Hazard dam EAPs.

The 100-year floodplain covers approximately 333 acres of the town, including an estimated 8 acres of developed residential land. An inundation area due to dam failure would cover substantially more acreage. Emergency responders should review inundation areas and identify possible evacuation routes.

Areas in Town that have issues relating to beaver dams are identified on the Critical Facilities and Infrastructure Map. There have been two beaver dam breaks in recent years. One occurred roughly 40 years ago, and washed out part of Skinner Road. A second beaver dam break occurred roughly 20 years ago, and washed out Peckville Road. In 2011 a partial washout of a beaver dam occurred in the Patten District of town. Also in 2011, an emergency removal of beavers on Old Greenfield Road prevented the failure of a culvert that had been blocked by beaver activity and was on the verge of breaking. Additionally, the Committee identified a beaver dam located upstream from the Albert Davenport dam, which is rated as a Significant Hazard dam according to the DCR Office of Dam Safety. It is unclear how a failure of the beaver dam would impact the manmade dam. With recent repairs to the Davenport dam, the beaver dam is less of a concern than in the past.

Based on the inundation mapping for the High Hazard dams on the Deerfield River, a dam failure in Shelburne could impact between 10% to 50% of the town, or a “Medium” location of occurrence.

### **Extent**

Often dam or levee breaches lead to catastrophic consequences as the water ultimately rushes in a torrent downstream flooding an area engineers refer to as an “inundation area.” The number of casualties and the amount of property damage will depend upon the timing of the warning provided to downstream residents, the number of people living or working in the inundation area, and the number of structures in the inundation area.

Dams in Massachusetts are assessed according to their risk to life and property. The state has three hazard classifications for dams:

- *High Hazard:* Dams located where failure or improper operation will likely cause loss of life and serious damage to homes, industrial or commercial facilities, important public utilities, main highways, or railroads.
- *Significant Hazard:* Dams located where failure or improper operation may cause loss of life and damage to homes, industrial or commercial facilities, secondary highways or railroads or cause interruption of use or service of relatively important facilities.
- *Low Hazard:* Dams located where failure or improper operation may cause minimal property damage to others. Loss of life is not expected.

Owners of dams are required to hire a qualified engineer to inspect and report results using the following inspection schedule:

- Low Hazard Potential dams – 10 years
- Significant Hazard Potential dams – 5 years
- High Hazard Potential dams – 2 years

The time intervals represent the maximum time between inspections. More frequent inspections may be performed at the discretion of the state. As noted previously, dams and reservoirs licensed and subject to inspection by the Federal Energy Regulatory Commission (FERC) are excluded from the provisions of the state regulations provided that all FERC-approved periodic inspection reports are provided to the DCR. FERC inspections of high and significant hazard projects are conducted on a yearly basis. All other dams are subject to the regulations unless exempted in writing by DCR.

### **Previous Occurrences**

As noted above, there have been several beaver dam failures in Shelburne in the past few decades. To date, there have been no known man-made dam failures in Shelburne.

### **Probability of Future Events**

Currently the frequency of dam failures is “Very Low” with a less than 1 percent chance of a dam failing in any given year.

Dams are designed partly based on assumptions about a river’s flow behavior, expressed as hydrographs. Changes in weather patterns can have significant effects on the hydrograph used for the design of a dam. If the hydrograph changes, it is conceivable that the dam can lose some or all of its designed margin of safety, also known as freeboard. If freeboard is reduced, dam operators may be forced to release increased volumes earlier in a storm cycle in order to maintain the required margins of safety. Such early releases of increased volumes can increase flood potential downstream.

Throughout the western United States, communities downstream of dams are already seeing increases in stream flows from earlier releases from dams. Dams are constructed with safety features known as “spillways.” Spillways are put in place on dams as a safety measure in the event of the reservoir filling too quickly. Spillway overflow events often referred to as “design failures,” result in increased discharges downstream and increased flooding potential. Although climate change will not increase the probability of catastrophic dam failure, it may increase the probability of design failures.

## Impact

A High Hazard dam failure in Shelburne would have a catastrophic impact, with multiple deaths and injuries possible, more than 50% of property in the affected area damaged or destroyed, and a possible complete shutdown of facilities for 30 days or more.

## Vulnerability

Dam failures, while rare, can destroy roads, structures, facilities, utilities, and impact the population of Shelburne. Existing and future mitigation efforts should continue to be developed and employed that will enable Shelburne to be prepared for these events when they occur. Particular areas of vulnerability include low-income and elderly populations, buildings in the floodplain or inundation areas, and infrastructure such as roadways and utilities that can be damaged by such events.

## Society

### Vulnerable Populations

The most vulnerable members of the population are those living or working within the floodplain or dam inundation areas, and in particular, those who would be unable to evacuate quickly, including people over the age of 65, households with young children under the age of 5, people with mobility limitations, people with low socioeconomic status, and people with low English fluency who may not understand emergency instructions provided in English.

In Shelburne, the village of Shelburne Falls is particularly vulnerable to dam failure if one or more of the High Hazard dams on the Deerfield River were to fail. Residents would have less than 2 hours to evacuate.

### Economic Impacts

Economic impacts are not limited to assets in the inundation area, but may extend to infrastructure and resources that serve a much broader area. In addition to direct damage from dam failure, economic impacts include the amount of time required to repair or replace and reopen businesses, governmental and nonprofit agencies, and industrial facilities damaged by the dam failure.<sup>36</sup>

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<sup>36</sup> *Assessing the Consequences of Dam Failure: A How-To Guide*. Federal Emergency Management Agency (FEMA). March 2012.

<https://damsafety.org/sites/default/files/files/FEMA%20TM%20AssessingtheConsequencesofDamFailure%20March2012.pdf>

**Infrastructure**

Structures that lie in the inundation area of each of the dams in Shelburne are vulnerable to a dam failure. Buildings located within the floodplain are also vulnerable to dam failure in Shelburne. Table 3-11 in the Flooding section provides the values for significant structures located in or adjacent to the floodplain in Shelburne. These buildings are all within the dam inundation area for the High Hazard dams on the Deerfield River. Together these buildings are valued at almost \$20 million.

**Environment**

Examples of environmental impacts from a dam failure include:

- Pollution resulting from septic system failure, back-up of sewage systems, petroleum products, pesticides, herbicides, or solvents
- Pollution of the potable water supply or soils
- Exposure to mold or bacteria during cleanup
- Changes in land development patterns
- Changes in the configuration of streams or the floodplain
- Erosion, scour, and sedimentation
- Changes in downstream hydro-geomorphology
- Loss of wildlife habitat or biodiversity
- Degradation to wetlands
- Loss of topsoil or vegetative cover
- Loss of indigenous plants or animals<sup>37</sup>

**Vulnerability Summary**

Due to the presence of the High Hazard dams on the Deerfield River and the catastrophic impact of a dam failure in Shelburne, the Town has a "Medium" vulnerability from a dam failure.

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<sup>37</sup> *Assessing the Consequences of Dam Failure: A How-To Guide*. Federal Emergency Management Agency (FEMA). March 2012.

<https://damsafety.org/sites/default/files/files/FEMA%20TM%20AssessingtheConsequencesofDamFailure%20March2012.pdf>

**Dam Failure Hazard Problem Statements**

- A failure of one of the High Hazard dams on the Deerfield River would result in catastrophic flooding in the village of Shelburne Falls. Residents would have less than 2 hours to evacuate.
- The owner of the High Hazard dams on the Deerfield River maintain an emergency notification flowchart to notify emergency officials of a dam failure; however, a public notification plan is needed for a High Hazard dam failure event. Public education about what to do in the event of a High Hazard dam failure is also needed.
- Several man-made and beaver dams located in Shelburne pose a flooding risk for Route 2 and parts of the village of Shelburne Falls if they were to fail.
- Shelburne's designated emergency shelter, the Mohawk Trail Regional School in Buckland, is located within the High Hazard dam inundation area.
- Elderly and disabled residents, as well as students at the Buckland Shelburne Elementary School and Valley Play School, would need assistance evacuating.
- The Shelburne Town Hall lacks redundancy and digital backup for public records. Some, but not all, records are backed up. If the building were damaged or destroyed by an earthquake, all public records stored there could be lost, and many of them would be unreplaceable

## DROUGHT

### Potential Impacts of Climate Change

Although total annual precipitation is anticipated to increase over the next century, seasonal precipitation is predicted to include more severe and unpredictable dry spells. More rain falling over shorter time periods will reduce groundwater recharge, even in undeveloped areas, as the ground becomes saturated and unable to absorb the same amount of water if rainfall were spread out. The effects of this trend will be exacerbated by the projected reduction in snowpack, which can serve as a significant water source during the spring melt to buffer against sporadic precipitation. Also, the snowpack melt is occurring faster than normal, resulting not only in increased flooding but a reduced period in which the melt can recharge groundwater and the amount of water naturally available during the spring growing period.

Reduced recharge can in turn affect base flow in streams that are critical to sustain ecosystems during dry periods and groundwater-based water supply systems. Reservoir-based water supply systems will also need to be assessed to determine whether they can continue to meet projected demand by adjusting their operating rules to accommodate the projected changes in precipitation patterns and associated changes in hydrology. Finally, rising temperatures will also increase evaporation, exacerbating drought conditions.

Figure 3-15: Impacts of Climate Change on Drought		
Potential Effects of Climate Change		
	<p>RISING TEMPERATURES AND CHANGES IN PRECIPITATION → PROLONGED DROUGHT</p>	<p>The frequency and intensity of droughts are projected to increase during summer and fall in the Northeast as higher temperatures lead to greater evaporation and earlier winter and spring snowmelt, and precipitation patterns become more variable and extreme.</p>
	<p>RISING TEMPERATURES AND CHANGES IN PRECIPITATION → REDUCED SNOWPACK</p>	<p>Due to climate change, the proportion of precipitation falling as snow and the extent of time snowpack remains are both expected to decrease. This reduces the period during which snowmelt can recharge groundwater Supplies, bolster streamflow, and provide water for the growing period.</p>

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

Droughts can vary widely in duration, severity, and local impact. They may have widespread social and economic significance that requires the response of numerous parties, including water suppliers, firefighters, farmers, and residents. Droughts are often defined as periods of deficient precipitation. How this deficiency is experienced can depend on factors such as land

use change, the existence of dams, and water supply withdrawals or diversions. For example, impervious surfaces associated with development can exacerbate the effects of drought due to decreased groundwater recharge.

Drought is a natural phenomenon, but its impacts are exacerbated by the volume and rate of water withdrawn from these natural systems over time as well as the reduction in infiltration from precipitation that is available to recharge these systems. Groundwater withdrawals for drinking water can reduce groundwater levels, impacting water supplies as well as base flow (flow of groundwater) in streams. A reduction in base flow is significant, especially in times of drought, as this is often the only source of water to the stream. In extreme situations, groundwater levels can fall below stream channel bottom, and groundwater becomes disconnected from the stream, resulting in a dry channel.

Natural infiltration is reduced by impervious cover (pavement, buildings) on the land surface and by the interruption of natural small-scale drainage patterns in the landscape caused by development and drainage infrastructure. Sewer collection systems can also reduce groundwater levels when groundwater infiltrates into them. This is a common problem for wastewater collection systems in Franklin County, where many of the existing pipes were put in place over 100 years ago. Also, when drains are connected to the sanitary system, groundwater and precipitation are transported to wastewater treatment plants where effluent is typically discharged to surface water bodies and not returned to the groundwater.

Highly urbanized areas with traditional stormwater drainage systems tend to result in higher peak flood levels during rainfall events and rapid decline of groundwater levels during periods of low precipitation. Thus, the hydrology in these areas becomes more extreme during floods and droughts.<sup>38</sup> The importance of increasing infiltration is widely recognized, and the implementation of nature-based solutions to help address this problem is discussed further in later portions of this plan.

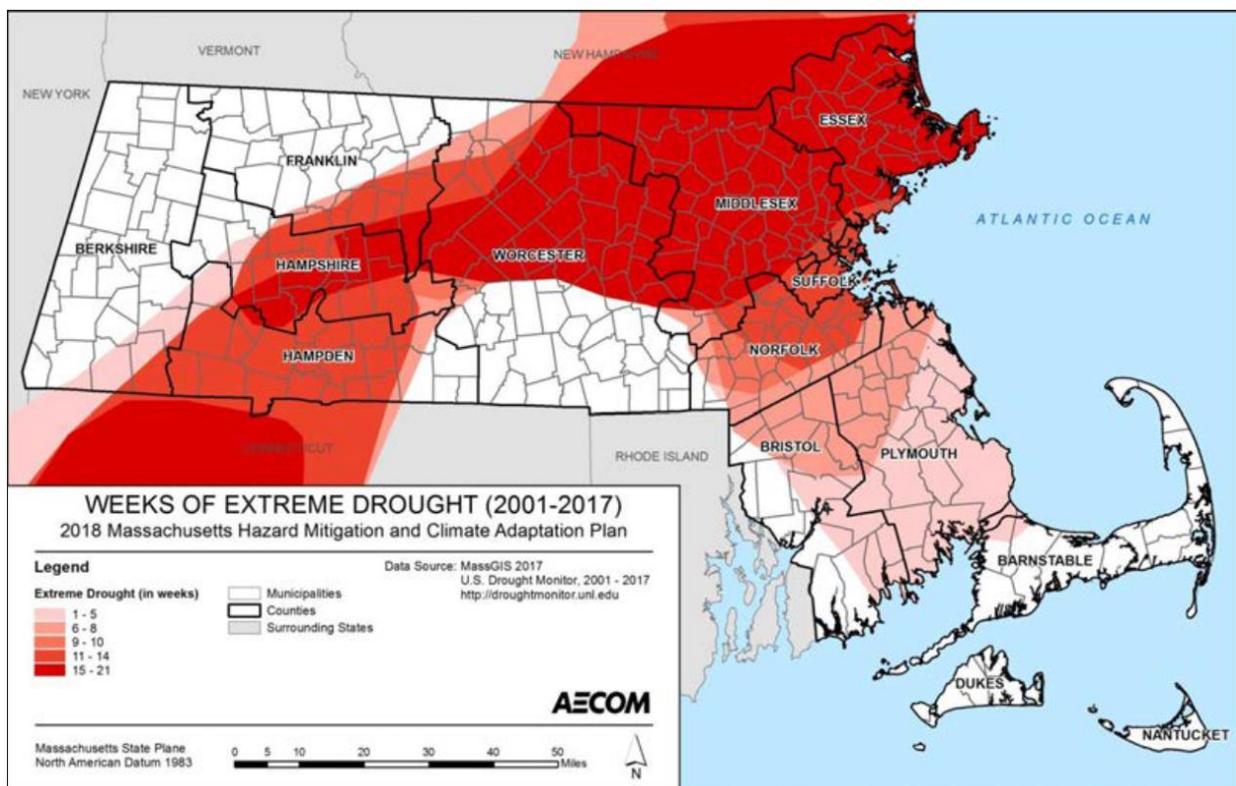
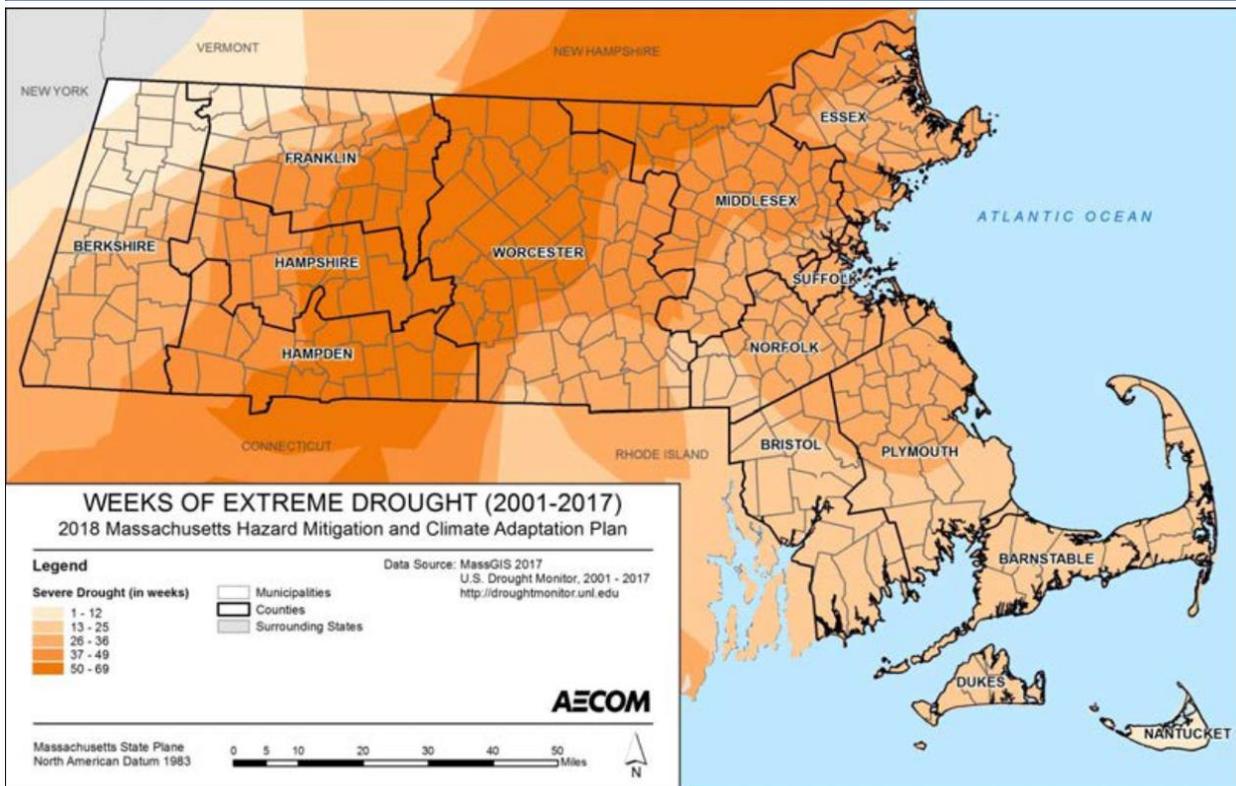
## **Location**

Shelburne falls just outside of a region in Massachusetts that is more prone to severe and extreme drought based on the number of weeks these areas experienced drought conditions from 2001-2017 (Figure 3-17). Because of this hazard's regional nature, a drought would impact the entire town, resulting in a "large" location of occurrence, or more than 50 percent of total land area affected.

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<sup>38</sup> ERG and Horsley Witten Group, 2017

**Figure 3-17: Areas Experiencing Severe or Extreme Drought, 2001 - 2017**



Source: U.S. Drought Monitor, 2017, as presented in the 2018 Massachusetts Hazard Mitigation and Climate Adaptation Plan.

**Extent**

The severity of a drought would determine the scale of the event and would vary among town residents depending on whether the residents’ water supply is derived from a private well or the public water system. The majority of residents in the village of Shelburne Falls are served by the public water supply, which draws water from two wells adjacent to the North River in Colrain. The remaining residents depend on private wells for water. Massachusetts’ wells are permitted according to their ability to meet demand for 180 days at maximum capacity with no recharge; if these conditions extended beyond the thresholds that determine supply capacity the damage from a drought could be widespread due to depleted groundwater supplies.

The U.S. Drought Monitor categorizes drought on a D0-D4 scale as shown below.

<b>Table 3-36: U.S. Drought Monitor</b>		
<b>Classification</b>	<b>Category</b>	<b>Description</b>
<b>D0</b>	Abnormally Dry	Going into drought: short-term dryness slowing planting, growth of crops or pastures. Coming out of drought: some lingering water deficits; pastures or crops not fully recovered
<b>D1</b>	Moderate Drought	Some damage to crops, pastures; streams, reservoirs, or wells low, some water shortages developing or imminent; voluntary water-use restrictions requested
<b>D2</b>	Severe Drought	Crop or pasture losses likely; water shortages common; water restrictions imposed
<b>D3</b>	Extreme Drought	Major crop/pasture losses; widespread water shortages or restrictions
<b>D4</b>	Exceptional Drought	Exceptional and widespread crop/pasture losses; shortages of water in reservoirs, streams, and wells creating water emergencies

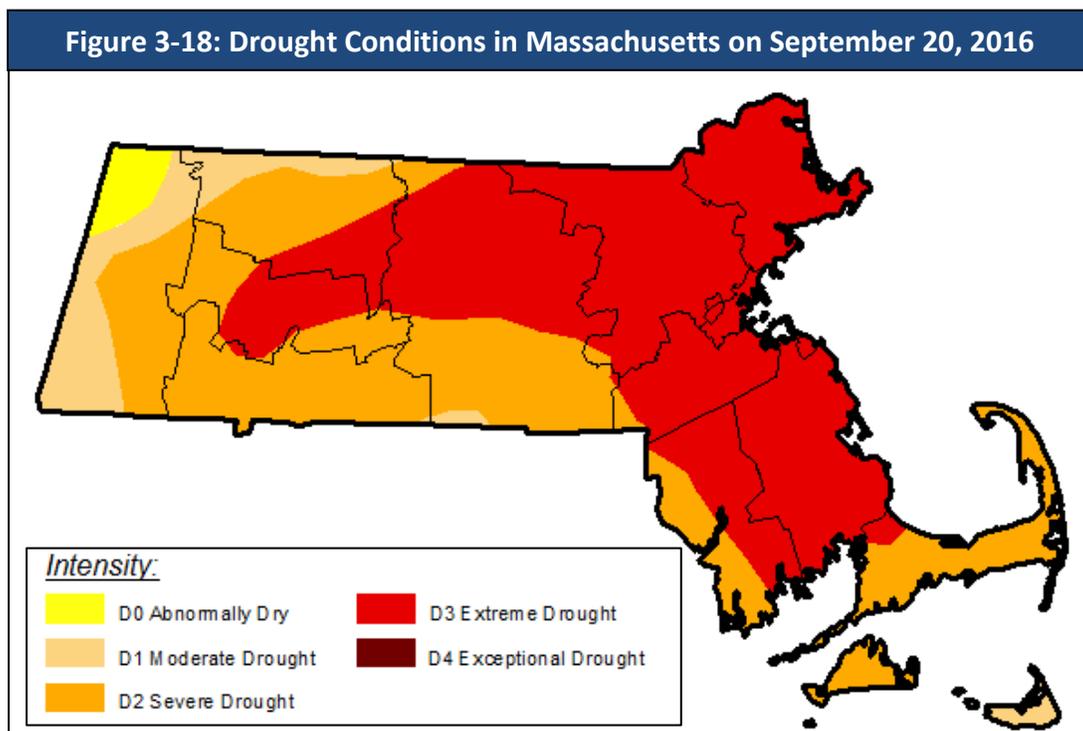
**Previous Occurrences**

In Massachusetts, six major droughts have occurred statewide since 1930. They range in severity and length, from three to eight years. In many of these droughts, water-supply systems were found to be inadequate.

Beginning in 1960 in western Massachusetts and in 1962 in eastern Massachusetts through 1969, Massachusetts experienced the most significant drought on record, according to the United States Geological Survey. The severity and duration of the drought caused significant impacts on both water supplies and agriculture. Although short or relatively minor droughts

occurred over the next 50 years, the next long-term event began in March 2015, when Massachusetts began experiencing widespread abnormally dry conditions. In July 2016, based on a recommendation from the Drought Management Task Force (DMTF), the Secretary of EOEEA declared a Drought Watch for Central and Northeast Massachusetts and a Drought Advisory for Southeast Massachusetts and the Connecticut River Valley. Drought warnings were issued in five out of six drought regions of the state. Many experts stated that this drought was the worst in more than 50 years.

By September 2016, 78% of Franklin County was categorized as “severe drought” (D2) or higher, and 26% of the County was categorized as “extreme drought” (D3) (Figure 3-18).<sup>39</sup> By May 2017, the entire Commonwealth had returned to “normal” due to wetter-than-normal conditions in the spring of 2017.



Source: U.S. Drought Monitor. <https://droughtmonitor.unl.edu/>

Committee members noted that some private wells in the Patten district of town ran dry during the 2016 drought and are vulnerable to prolonged dry periods.

Farms in town are seeing impacts to agricultural operations from the extremes between wet and dry weather in recent years, which can throw off the timing of different crops. These

<sup>39</sup> U.S. Drought Monitor, accessed February 13, 2019. <https://droughtmonitor.unl.edu/Data/DataTables.aspx?state,MA>

weather extremes make it even more difficult for small farms already struggling to remain viable.

### **Probability of Future Events**

According to the 2018 Massachusetts Hazard Mitigation and Climate Adaptation Plan, on a monthly basis over the 162-year period of record from 1850 to 2012, there is a 2% chance of being in a drought warning level. As noted previously, rising temperatures and changes in precipitation due to climate change could increase the frequency of episodic droughts, like the one experienced across the Commonwealth in the summer of 2016. In Shelburne, drought has a "High" probability of future occurrence, or between a 25% and 50% chance of occurring in any given year.

### **Impact**

Due to the water richness of western Massachusetts, Shelburne is unlikely to be adversely affected by anything other than a major, extended drought. The major impact to residents would be private wells running dry or being contaminated due to low water levels. Farmers could be impacted economically by the extended lack of water. Drought may increase the probability of a wildfire occurring. The prolonged lack of precipitation dries out soil and vegetation, which becomes increasingly prone to ignition as long as the drought persists. Firefighting capabilities could be compromised in a drought if aquifers, fire ponds, or rivers used for pumping water are low. Overall, the impact of a drought would be "minor" with only minimal property damage or disruption on quality of life.

### **Vulnerability**

The number and type of impacts increase with the persistence of a drought as the effect of the precipitation deficit cascades down parts of the watershed and associated natural and socioeconomic assets. For example, a precipitation deficiency may result in a rapid depletion of soil moisture that may be discernible relatively quickly to farmers. The impact of this same precipitation deficit may not affect hydroelectric power production, drinking water supply availability, or recreational uses for many months.

### **Society**

The entire population of Shelburne is vulnerable to drought events. However, the vulnerability of populations to this hazard can vary significantly based on water supply sources and municipal water use policies.

### Vulnerable Populations

Drought conditions can cause a shortage of water for human consumption and reduce local firefighting capabilities. Public water supplies (PWS) provide water for both of these services and may struggle to meet system demands while maintaining adequate pressure for fire suppression and meeting water quality standards. The Massachusetts Department of Environmental Protection (DEP) requires all PWS to maintain an emergency preparedness plan. The Shelburne Falls Fire District serves residents and businesses in Shelburne Falls. A water tank provides back-up drinking water for up to a week. The Fire District is exploring developing a second source of drinking water on the Buckland side of the Deerfield River that could serve as a back-up supply to the wells in Colrain. Other parts of Shelburne are served by private wells. Residential well owners are as vulnerable as their ability to find an alternate short- or long-term water supply (i.e. install a new well) or temporarily relocate in the event their well runs dry.

### Health Impacts

With declining groundwater levels, residential well owners may experience dry wells or sediment in their water due to the more intense pumping required to pull water from the aquifer and to raise water from a deeper depth. Wells may also develop a concentration of pollutants, which may include nitrates and heavy metals (including uranium) depending on local geology. The loss of clean water for consumption and for sanitation may be a significant impact depending on the affected population's ability to quickly drill a deeper or a new well or to relocate to unaffected areas.

During a drought, dry soil and the increased prevalence of wildfires can increase the amount of irritants (such as pollen or smoke) in the air. Reduced air quality can have widespread deleterious health impacts, but is particularly significant to the health of individuals with pre-existing respiratory health conditions like asthma. Lowered water levels can also result in direct environmental health impacts, as the concentration of contaminants in swimmable bodies of water will increase when less water is present. Stagnant water bodies may develop and increase the prevalence of mosquito breeding, thus increasing the risk for vector-borne illnesses.

### Economic Impacts

The economic impacts of drought can be substantial, and would primarily affect the agriculture, recreation and tourism, forestry, and energy sectors.

## ***Infrastructure***

### Agriculture

Drier summers and intermittent droughts may strain irrigation water supplies, stress crops, and delay harvests. Insufficient irrigation will impact the availability of produce, which may result in higher demand than supply. This can drive up the price of local food. Farmers with wells that are dry are advised to contact the Massachusetts Department of Agricultural Resources to explore microloans through the Massachusetts Drought Emergency Loan Fund or to seek federal Economic Injury Disaster Loans.

### Water and Wastewater Infrastructure

As noted already, drought affects both groundwater sources and smaller surface water reservoir supplies. Water supplies for drinking, agriculture, and water-dependent industries may be depleted by smaller winter snowpacks and drier summers anticipated due to climate change. Reduced precipitation during a drought means that water supplies are not replenished at a normal rate. This can lead to a reduction in groundwater levels and problems such as reduced pumping capacity or wells going dry. Shallow wells are more susceptible than deep wells. Suppliers may struggle to meet system demands while maintaining adequate water supply pressure for fire suppression requirements. Private well supplies may dry up and need to either be deepened or supplemented with water from outside sources.

## ***Environment***

Drought has a wide-ranging impact on a variety of natural systems. Some of those impacts can include the following:<sup>40</sup>

- Reduced water availability, specifically, but not limited to, habitat for aquatic species
- Decreased plant growth and productivity
- Increased wildfires
- Greater insect outbreaks
- Increased local species extinctions
- Lower stream flows and freshwater delivery to downstream estuarine habitats
- Increased potential for hypoxia (low oxygen) events
- Reduced forest productivity
- Direct and indirect effects on goods and services provided by habitats (such as timber, carbon sequestration, recreation, and water quality from forests)
- Limited fish migration or breeding due to dry streambeds or fish mortality caused by dry streambeds

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<sup>40</sup> Clark et al., 2016

In addition to these direct natural resource impacts, a wildfire exacerbated by drought conditions could cause significant damage to Shelburne’s environment as well as economic damage related to the loss of valuable natural resources.

***Vulnerability Summary***

Based on the above assessment, Shelburne has a vulnerability of "Medium" from drought. While such a drought would require water saving measures to be implemented, there would be no foreseeable damage to structures or loss of life resulting from the hazard. The following problem statements summarize Shelburne’s areas of greatest concern regarding droughts.

Drought Hazard Problem Statements
<ul style="list-style-type: none"> <li>Residents with private wells in the Patten district in Shelburne are vulnerable to drought. Several wells in this section of town went dry during the 2016 drought.</li> </ul>
<ul style="list-style-type: none"> <li>The Shelburne Falls Fire District is exploring a back-up water supply on the Buckland side of the Deerfield River. Currently two water tanks provide up to a week of back-up drinking water.</li> </ul>
<ul style="list-style-type: none"> <li>Shelburne’s forests make up approximately 72% of the town and are vulnerable to drought, which could also increase the risk to other hazards including wildfire and pests.</li> </ul>
<ul style="list-style-type: none"> <li>A drought could compromise fire-fighting efforts, particularly in areas of town that rely on ponds and other surface water supplies for fire suppression.</li> </ul>

## LANDSLIDES

### Potential Impacts of Climate Change

According to the 2018 *Massachusetts State Hazard Mitigation and Climate Adaptation Plan*, slope saturation by water is already a primary cause of landslides in the Commonwealth. Regional climate change models suggest that New England will likely experience warmer, wetter winters in the future as well as more frequent and intense storms throughout the year. This increase in the frequency and severity of storm events could result in more frequent soil saturation conditions, which are conducive to an increased frequency of landslides. Additionally, an overall warming trend is likely to increase the frequency and duration of droughts and wildfire, both of which could reduce the extent of vegetation throughout the Commonwealth. The loss of the soil stability provided by vegetation could also increase the probability of landslides wherever these events occur.

Figure 3-19: Impacts of Climate Change on Landslides		
Potential Effects of Climate Change		
	<p>CHANGES IN PRECIPITATION AND EXTREME WEATHER → SLOPE SATURATION</p>	<p>Regional climate change models suggest that Massachusetts will likely experience more frequent and intense storms throughout the year. This change could result in more frequent soil saturation conditions, which are conducive to an increased frequency of landslides.</p>
	<p>RISING TEMPERATURES → REDUCED VEGETATION EXTENT</p>	<p>An increased frequency of drought events is likely to reduce the extent of vegetation throughout the Commonwealth. The loss of the soil stability provided by vegetation could also increase the probability of landslides wherever these events occur.</p>

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

The term landslide includes a wide range of ground movements, such as rock falls, deep failure of slopes, and shallow debris flows. The most common types of landslides in Massachusetts include translational debris slides, rotational slides, and debris flows. Most of these events are caused by a combination of unfavorable geologic conditions (silty clay or clay layers contained in glaciomarine, glaciolacustrine, or thick till deposits), steep slopes, and/or excessive wetness leading to excess pore pressures in the subsurface. Historical landslide data for the Commonwealth suggests that most landslides are preceded by two or more months of higher than normal precipitation, followed by a single, high-intensity rainfall of several inches or

more.<sup>41</sup> This precipitation can cause slopes to become saturated.

Landslides associated with slope saturation occur predominantly in areas with steep slopes underlain by glacial till or bedrock. Bedrock is relatively impermeable relative to the unconsolidated material that overlies it. Similarly, glacial till is less permeable than the soil that forms above it. Thus, there is a permeability contrast between the overlying soil and the underlying, and less permeable, unweathered till and/or bedrock. Water accumulates on this less permeable layer, increasing the pore pressure at the interface. This interface becomes a plane of weakness. If conditions are favorable, failure will occur.<sup>42</sup>

Landslides are created by human activities as well, including deforestation, cultivation and construction, which destabilize already fragile slopes. Some human activities that could cause landslides include:

- vibrations from machinery or traffic;
- blasting;
- earthwork which alters the shape of a slope, or which imposes new loads on an existing slope;
- in shallow soils, the removal of deep-rooted vegetation that binds colluvium to bedrock; and
- construction, agricultural or forestry activities (logging) which change the amount of water which infiltrates the soil.

## Location

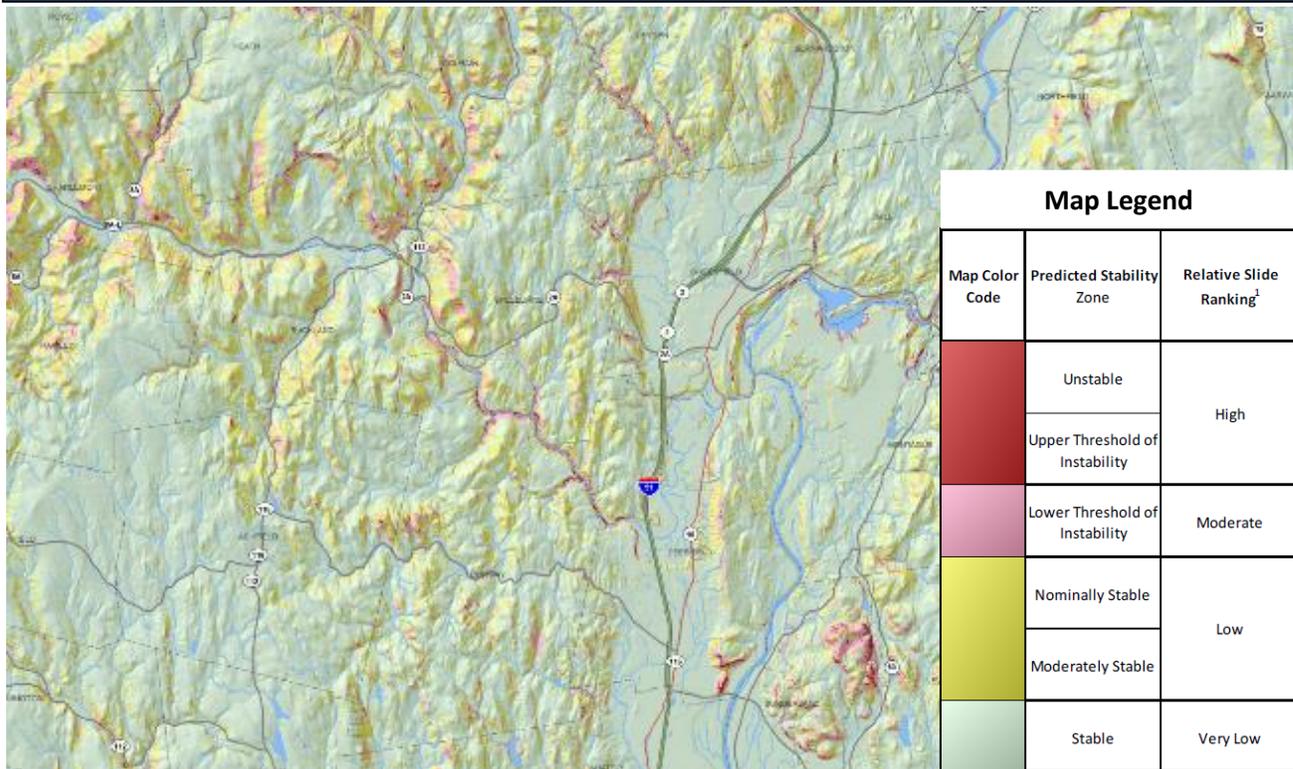
In 2013, the Massachusetts Geological Survey prepared an updated map of potential landslide hazards for the Commonwealth (funded by FEMA's Hazard Mitigation Grant Program) to provide the public, local governments, and emergency management agencies with the location of areas where slope movements have occurred or may possibly occur in the future under conditions of prolonged moisture and high-intensity rainfall. This project was designed to provide statewide mapping and identification of landslide hazards that can be used for community level planning as well as prioritizing high-risk areas for mitigation.

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<sup>41</sup> Mabee and Duncan, 2013

<sup>42</sup> Mabee, 2010

**Figure 3-20: Slope Stability Map, Shelburne and Surrounding Towns**



Source: Massachusetts Geologic Survey and UMass Amherst, 2013

Shelburne has areas in town with high and moderate landslide rankings. These areas are shown in Figure 3-20 and are mostly located along the steep ridges in town that run north-south. There are also slopes running along ridges in the northeast section of town with high and moderate landslide rankings. The location of occurrence of a landslide is “Isolated,” impacting less than 10% of the town.

**Extent**

Natural variables that contribute to the overall extent of potential landslide activity in any particular area include soil properties, topographic position and slope, and historical incidence. Predicting a landslide is difficult. As a result, estimations of the potential severity of landslides are informed by previous occurrences as well as an examination of landslide susceptibility. Information about previous landslides can provide insight as to both where landslides may occur and what types of damage may result. It is important to note, however, that landslide susceptibility only identifies areas potentially affected and does not imply a time frame when a landslide might occur. The distribution of susceptibility in Shelburne is depicted on the Slope Stability Map, with areas of higher slope instability considered to also be more susceptible to

the landslide hazard.

### **Previous Occurrences**

Two waterways in Shelburne are prone to landslides. As discussed in the Flooding section, flooding along the Hinsdale Brook has caused frequent erosion, landslides, and slumping along the banks of the brook. These events have resulted in the temporary closure of Brook Road, an identified evacuation route. The Deerfield River valley, particularly in the northwestern side of town, is susceptible to landslides and erosion. After Tropical Storm Irene, some private property owners had slope stabilization work done along the banks of the river. The Town has had slope stabilization work done behind Memorial Hall, which is situated at the top of a steep slope of the river.

### **Probability of Future Events**

In general, landslides are most likely during periods of higher than average rainfall. The ground must be saturated prior to the onset of a major storm for a significant landslide to occur. Increasing heavy precipitation events will increase the risk of landslides in Shelburne. There is a “Low” probability, or 1-2% chance, of a landslide happening in the next year.

### **Impact**

Homes located on lots with significant slopes (i.e., 10% or greater), or that are located at the bottom of steep slopes, are at greater risk of impacts from landslides. The impact of a landslide in Shelburne would be “Limited,” with more than 10% of property in the affected area damaged or destroyed. Route 2, the Town’s major roadway, could be impacted by a landslide due to its location below some of the unstable slope areas identified in the Slope Stability Map.

### **Vulnerability**

#### ***Society***

##### Vulnerable Populations

Populations who rely on potentially impacted roads for vital transportation needs are considered to be particularly vulnerable to this hazard. In Shelburne, many residents may be vulnerable to landslides due to the fact that many homes are built on property below steep slopes, and also because Shelburne has limited alternative routes for accessing homes if Route 2 were blocked by a landslide.

### Health Impacts

People in landslide hazard zones are exposed to the risk of dying during a large-scale landslide; however, damage to infrastructure that impedes emergency access and access to health care is the largest health impact associated with this hazard. Mass movement events in the vicinity of major roads could deposit many tons of sediment and debris on top of the road. Restoring vehicular access is often a lengthy and expensive process.

### Economic Impacts

A landslide's impact on the economy and estimated dollar losses are difficult to measure. Landslides can impose direct and indirect impacts on society. Direct costs include the actual damage sustained by buildings, property, and infrastructure. Indirect costs, such as clean-up costs, business interruption, loss of tax revenues, reduced property values, and loss of productivity are difficult to measure. Additionally, ground failure threatens transportation corridors, fuel and energy conduits, and communication lines

### ***Infrastructure***

Landslides can result in direct losses as well as indirect socioeconomic losses related to damaged infrastructure. Infrastructure located within areas shown as unstable on the Slope Stability Map should be considered to be exposed to the landslide hazard.

### Agriculture

Landslides that affect farmland can result in significant loss of livelihood and long-term loss of productivity. Forests can also be significantly impacted by landslides.

### Energy

The energy sector is vulnerable to damaged infrastructure associated with landslides. Transmission lines are generally elevated above steep slopes, but the towers supporting them can be subject to landslides. A landslide may cause a tower to collapse, bringing down the lines and causing a transmission fault. Transmission faults can cause extended and broad area outages.

### Public Health

Landslides can result in injury and loss of life. Landslides can impact access to power and clean water and also increase exposure to vector-borne diseases.

### Public Safety

Access to major roads is crucial to life safety after a disaster event and to response and

recovery operations. The ability of emergency responders to reach people and property impacted by landslides can be impaired by roads that have been buried or washed out by landslides. The instability of areas where landslides have occurred can also limit the ability of emergency responders to reach survivors.

### Transportation

Landslides can significantly impact roads and bridges. Landslides can block egress and ingress on roads, isolating neighborhoods and causing traffic problems and delays for public and private transportation. These impacts can result in economic losses for businesses. Mass movements can knock out bridge abutments or significantly weaken the soil supporting them, making them hazardous for use.

The possibility of a landslide in the vicinity of a highway or major road represents a significant economic vulnerability for the Town and State. For example, the damage to a 6-mile stretch of Route 2 caused by tropical storm Irene (2011), which included debris flows, four landslides, and fluvial erosion and undercutting of infrastructure, cost \$23 million for initial repairs.

### Water and Wastewater Infrastructure

Surface water bodies may become directly or indirectly contaminated by landslides. Landslides can block river and stream channels, which can result in upstream flooding and reduced downstream flow. This may impact the availability of drinking water. Water and wastewater infrastructure may be physically damaged by mass movements.

### ***Environment***

Landslides can affect a number of different facets of the environment, including the landscape itself, water quality, and habitat health. Following a landslide, soil and organic materials may enter streams, reducing the potability of the water and the quality of the aquatic habitat. Additionally, mass movements of sediment may result in the stripping of forest trees and soils, which in turn impacts the habitat quality of the animals that live in those forests. Flora in the area may struggle to re-establish following a significant landslide because of a lack of topsoil.

### ***Vulnerability Summary***

Based on the above assessment, Shelburne has a hazard index rating of “Low” for landslides. The following problem statements summarize Shelburne’s areas of greatest concern regarding landslides.

**Landslide Hazard Problem Statements**

- Brook Road, an evacuation route, has been closed from landslides caused by flooding and unstable slopes along the Hinsdale Brook.
- Slopes along the Deerfield River are prone to landslides.
- Shelburne's dependence on Route 2 as a primary transportation route places residents and emergency responders at risk if the road were impacted by a landslide.

## EXTREME TEMPERATURES

### Potential Impacts of Climate Change

Beyond the overall warming trend associated with global warming and climate change, Shelburne will experience increasing days of extreme heat in the future. Generally, extreme heat is considered to be over 90 degrees Fahrenheit (°F), because at temperatures above that threshold, heat-related illnesses and mortality show a marked increase. The average summer across the Commonwealth during the years between 1971 and 2000 included 4 days over 90°F. Climate scientists project that by mid-century, the state could have a climate that resembles that of southern states today, with between 10-28 days over 90°F. By the end of the century, extreme heat could occur between 13-56 days during summer, depending on how successful we are in reducing greenhouse gas emissions.<sup>43</sup>

Figure 3-21: Impacts of Climate Change on Extreme Temperatures		
Potential Effects of Climate Change		
	RISING TEMPERATURES ➔ HIGHER EXTREME TEMPERATURES	The average summer across the Massachusetts during the years between 1971 and 2000 included 4 days over 90°F (i.e. extreme heat days). Climate scientists project that by mid-century, the state could have a climate that resembles that of southern states today, with an additional 10-28 days over 90°F during summer. By the end of the century, extreme heat could occur between 13-56 days during summer.
	RISING TEMPERATURES ➔ HIGHER AVERAGE TEMPERATURES	Compared to an annual 1971-2000 average temperature baseline of 47.6°F, annual average temperatures in Massachusetts are projected to increase by 3.8 to 10.8 degrees (likely range) by the end of the 21st century; slightly higher in western Massachusetts.

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

### Hazard Description

There is no universal definition for extreme temperatures. The term is relative to the usual weather in the region based on climatic averages. Extreme heat for Massachusetts is usually defined as a period of three or more consecutive days above 90 degrees Fahrenheit (°F), but more generally as a prolonged period of excessively hot weather, which may be accompanied by high humidity. Extreme cold is also considered relative to the normal climatic lows in a region.

Massachusetts has four seasons with several defining factors, and temperature is one of the most significant. Extreme temperatures can be defined as those that are far outside the normal

<sup>43</sup> ResilientMA: Climate Change Clearing House for the Commonwealth: <http://resilientma.org/changes/rising-temperatures>. Accessed March 1, 2019.

ranges. The average highs and lows of the hottest and coolest months in Franklin County (using Greenfield data as a proxy) are provided in Table 3-37.

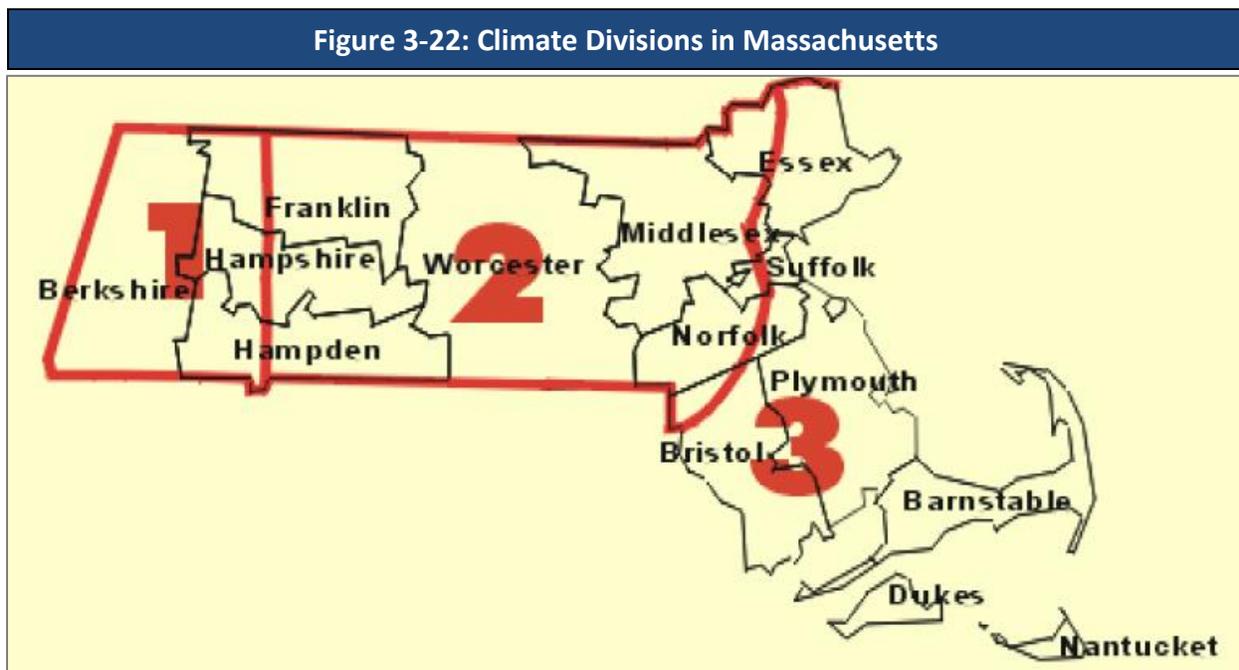
Table 3-37: Annual Average High and Low Temperatures (Greenfield)		
	July (Hottest Month)	January (Coldest Month)
Average High (°F)	81°	33°
Average Low (°F)	57°	12°

Note: Average temperatures are for the years 1981-2010.

Source: U.S. Climate Data.

**Location**

According to the NOAA, Massachusetts is made up of three climate divisions: Western, Central, and Coastal, as shown in Figure 3-22. Average annual temperatures vary slightly over the divisions, with annual average temperatures of around 46°F in the Western division (area labeled “1” in the figure), 49°F in the Central division (area labeled “2” in the figure) and 50°F in the Coastal division (area labeled “3” in the figure). Shelburne falls on the border of the Central and Western climate division.



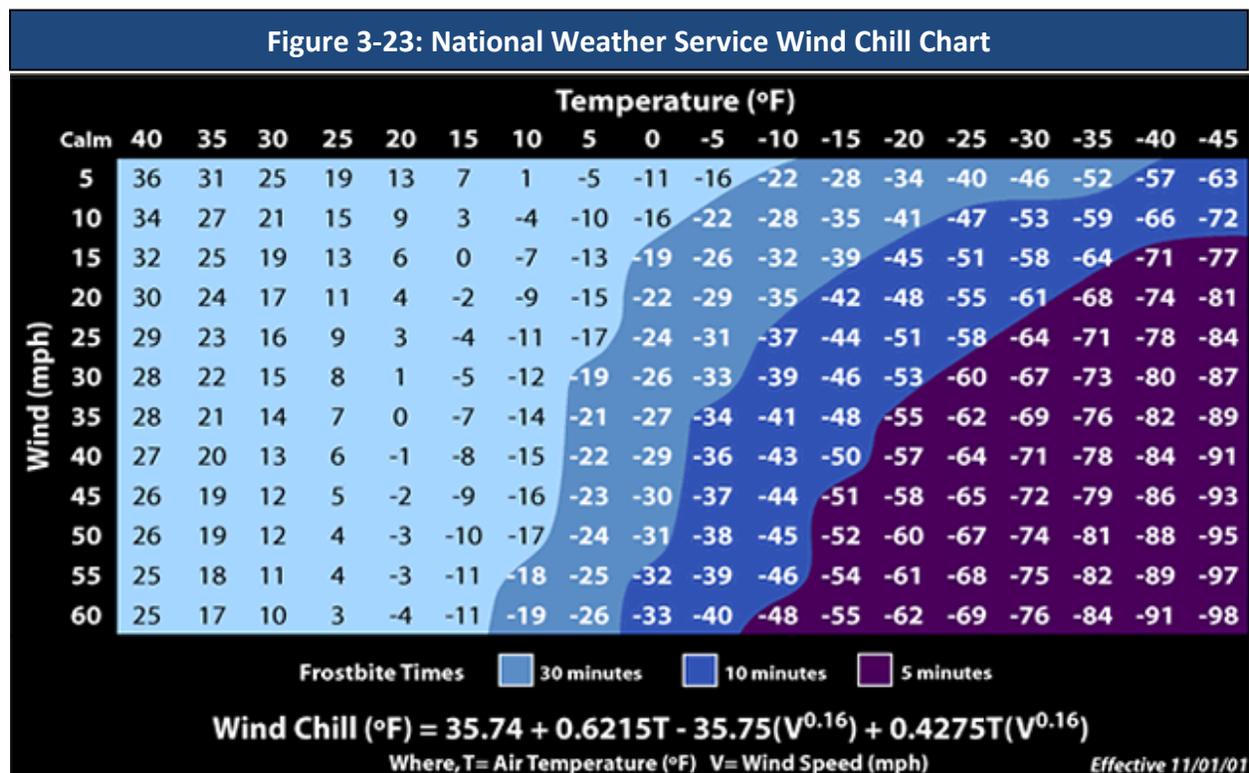
Source: NOAA, as presented in the Massachusetts State Hazard Mitigation and Climate Adaptation Plan, September 2018

Extreme temperature events occur more frequently and vary more in the inland regions of the State where temperatures are not moderated by the Atlantic Ocean. The severity of extreme heat impacts, however, is greater in densely developed urban areas like Boston than in

suburban and rural areas, due to the urban “heat island” effect, described in more detail in the Impacts sub-section. Extreme temperatures have a “Large” location of occurrence, impacting more than 50% of the affected area.

**Extent**

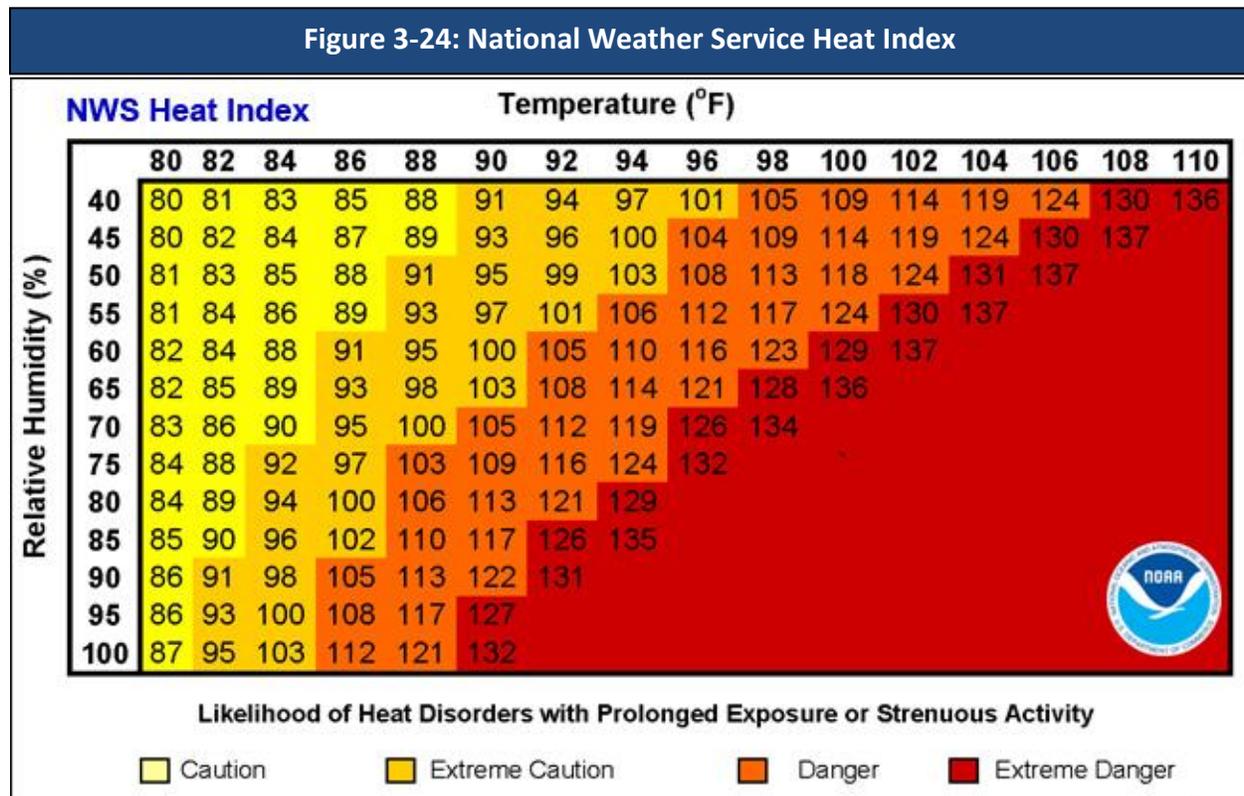
The extent (severity or magnitude) of extreme cold temperatures is generally measured through the Wind Chill Temperature Index. Wind Chill Temperature is the temperature that people and animals feel when they are outside, and it is based on the rate of heat loss from exposed skin by the effects of wind and cold. As the wind increases, the body loses heat at a faster rate, causing the skin’s temperature to drop. The National Weather Service (NWS) issues a Wind Chill Advisory if the Wind Chill Index is forecast to dip to –15°F to –24°F for at least three hours, based on sustained winds (not gusts). The NWS issues a Wind Chill Warning if the Wind Chill Index is forecast to fall to –25°F or colder for at least three hours. On November 1, 2001, the NWS implemented a Wind Chill Temperature Index designed to more accurately calculate how cold air feels on human skin. Figure 3-23 shows the Wind Chill Temperature Index.



Source: National Weather Service: <https://www.weather.gov/safety/cold-wind-chill-chart>

The NWS issues a Heat Advisory when the NWS Heat Index is forecast to reach 100 to 104°F for two or more hours. The NWS issues an Excessive Heat Warning if the Heat Index is forecast to

reach 105°F or higher for two or more hours. The NWS Heat Index is based both on temperature and relative humidity, and describes a temperature equivalent to what a person would feel at a baseline humidity level. It is scaled to the ability of a person to lose heat to their environment. The relationship between these variables and the levels at which the NWS considers various health hazards to become relevant are shown in Figure 3-24. It is important to know that the heat index values are devised for shady, light wind conditions. Exposure to full sunshine can increase heat index values by up to 15°F. In addition, strong winds, particularly with very hot, dry air, can increase the risk of heat-related impacts.



Source: National Weather Service: <https://www.weather.gov/safety/heat-index>

**Previous Occurrences**

Since 1994, there have been 33 cold weather events within the Commonwealth, ranging from Cold/Wind Chill to Extreme Cold/Wind Chill events. Information on severe cold weather events in Shelburne and Franklin County was not available prior to 2015. However, detail on recent extreme events is provided below.

In February 2015, a series of snowstorms piled nearly 60 inches on the city of Boston in 3 weeks and caused recurrent blizzards across eastern Massachusetts. While Shelburne and western Massachusetts was not impacted as much from the snow, temperature gauges across the

Commonwealth measured extreme cold, with wind chills as low as -31°F. Wind chills as low as 28 below zero were recorded at the Orange Municipal Airport.

In February 2016, one cold weather event broke records throughout the state. Arctic high pressure brought strong northwest winds and extremely cold wind chills to southern New England. Wind chills as low as 38 below zero were reported in Orange.

According to the NOAA's Storm Events Database, there have been 43 warm weather events (ranging from Record Warmth/Heat to Excessive Heat events) since 1995 in Massachusetts. Excessive heat results from a combination of temperatures well above normal and high humidity. Whenever the heat index values meet or exceed locally or regionally established heat or excessive heat warning thresholds, an event is reported in the database. Information on excessive heat was not available for Shelburne or Franklin County prior to 2018.

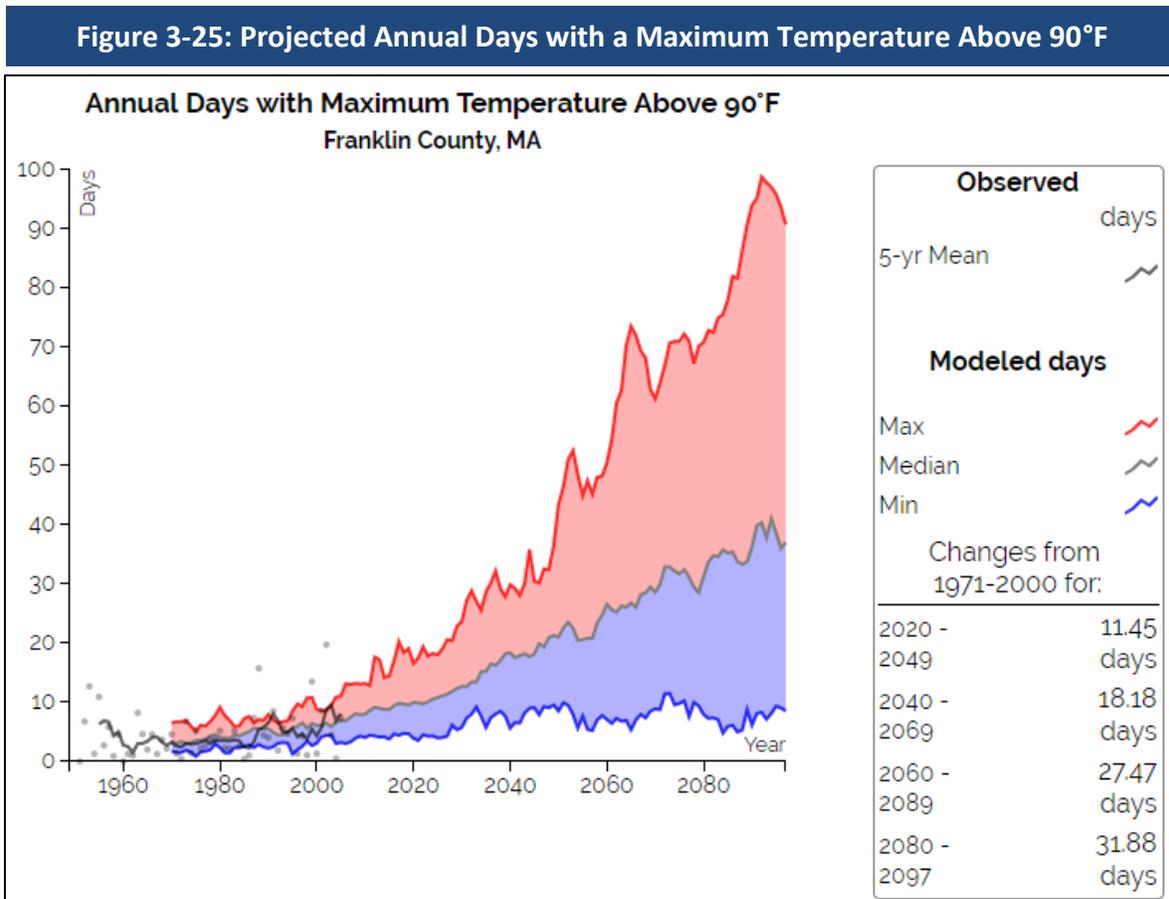
In 2012, Massachusetts temperatures broke 27 heat records. Most of these records were broken between June 20 and June 22, 2012, during the first major heat wave of the summer to hit Massachusetts and the East Coast. In July 2013, a long period of hot and humid weather occurred throughout New England. One fatality occurred on July 6, when a postal worker collapsed as the Heat Index reached 100°F. In Franklin County, excessive heat was recorded for July 1, 2018, when a heat index of 107°F was observed at the Orange Municipal Airport from 1:00 PM to 5:00 PM.

### **Probability of Future Events**

There are a number of climatic phenomena that determine the number of extreme weather events in a specific year. However, there are significant long-term trends in the frequency of extreme hot and cold events. In the last decade, U.S. daily record high temperatures have occurred twice as often as record lows (as compared to a nearly 1:1 ratio in the 1950s). Models suggest that this ratio could climb to 20:1 by midcentury, if GHG emissions are not significantly reduced. The data support the trends of an increased frequency of extreme hot weather events and a decreased frequency of extreme cold weather events.

The average, maximum, and minimum temperatures in Franklin County are likely to increase significantly over the next century (resilient MA, 2018). This gradual change will put long-term stress on a variety of social and natural systems, and will exacerbate the influence of discrete events. Significant increases in maximum temperatures are anticipated, particularly under a higher GHG emissions scenario. Figure 3-25 displays the projected increase in the number of days per year over 90°F. The number of days per year with daily maximum temperatures over

90°F is projected to increase by 18 days by the 2050s, and by 32 days by the end of the century (for a total of 36 days over 90°F), compared to the average observed range from 1971 to 2000 of 4 days per year. Under a high emissions scenario, however, there could be as many as 100 days with a maximum temperature above 90°F by the end of the century.



Source: resilient MA, 2018.

**Impact**

**Extreme Cold**

Extreme cold is a dangerous situation that can result in health emergencies for susceptible people, such as those without shelter or who are stranded or who live in homes that are poorly insulated or without heat. Extreme cold events are events when temperatures drop well below normal in an area. Extreme cold temperatures are characterized by the ambient air temperature dropping to approximately 0°F or below.

When winter temperatures drop significantly below normal, staying warm and safe can become a challenge. Extremely cold temperatures often accompany a winter storm, which may also

cause power failures and icy roads. During cold months, carbon monoxide may be high in some areas because the colder weather makes it difficult for car emission control systems to operate effectively, and temperature inversions can trap the resulting pollutants closer to the ground.

Staying indoors as much as possible can help reduce the risk of car crashes and falls on the ice, but cold weather also can present hazards indoors. Many homes may be too cold, either due to a power failure or because the heating system is not adequate for the weather. Exposure to cold temperatures, whether indoors or outside, can cause other serious or life-threatening health problems. Power outages may also result in inappropriate use of combustion heaters, cooking appliances, and generators in indoor or poorly ventilated areas, leading to increased risk of carbon monoxide poisoning or fire.

### ***Extreme Heat***

A heat wave is defined as three or more days of temperatures of 90°F or above. A basic definition of a heat wave implies that it is an extended period of unusually high atmosphere-related heat stress, which causes temporary modifications in lifestyle and which may have adverse health consequences for the affected population. Heat waves cause more fatalities in the U.S. than the total of all other meteorological events combined.

Heat impacts can be particularly significant in urban areas. Buildings, roads, and other infrastructure replace open land and vegetation. Dark-colored asphalt and roofs also absorb more of the sun's energy. These changes cause urban areas to become warmer than the surrounding areas. This forms "islands" of higher temperatures, often referred to as "heat islands." The term "heat island" describes built-up areas that are hotter than nearby rural or shaded areas. Heat islands occur on the surface and in the atmosphere. On a hot, sunny day, the sun can heat dry, exposed urban surfaces to temperatures 50°F to 90°F hotter than the air. Heat islands can affect communities by increasing peak energy demand during the summer, air conditioning costs, air pollution and GHG emissions, heat-related illness and death, and water quality degradation.

Extreme heat events can also have impacts on air quality. Many conditions associated with heat waves or more severe events—including high temperatures, low precipitation, strong sunlight and low wind speeds—contribute to a worsening of air quality in several ways. High temperatures can increase the production of ozone from volatile organic compounds and other aerosols. Weather patterns that bring high temperatures can also transport particulate matter air pollutants from other areas of the continent. Additionally, atmospheric inversions and low wind speeds allow polluted air to remain in one location for a prolonged period of time. The impact of extreme temperatures in Shelburne could be "Limited," with minor injuries

possible and complete shutdown of facilities for more than 1 day.

### **Vulnerability**

The entire town of Shelburne is vulnerable to extreme temperatures.

### ***Society***

#### Vulnerable Populations

According to the Centers for Disease Control and Prevention, populations most at risk to extreme cold and heat events include: (1) people over the age of 65, who are less able to withstand temperature extremes due to their age, health conditions, and limited mobility to access shelters; (2) infants and children under 5 years of age; (3) individuals with pre-existing medical conditions that impair heat tolerance (e.g., heart disease or kidney disease); (4) low-income individuals who cannot afford proper heating and cooling; (5) people with respiratory conditions, such as asthma or chronic obstructive pulmonary disease; and (6) the general public who may overexert themselves when working or exercising during extreme heat events or who may experience hypothermia during extreme cold events. Additionally, people who live alone—particularly the elderly and individuals with disabilities—are at higher risk of heat-related illness due to their isolation and potential reluctance to relocate to cooler environments.

An additional element of vulnerability to extreme temperature events is homelessness, as homeless individuals have a limited capacity to shelter from dangerous temperatures. Two homeless people died from exposure to extreme cold in January 2019 in Greenfield.

Table 3-38 estimates the number of vulnerable populations and households in Shelburne. Individuals and households may fall into multiple categories, so the numbers should not be added. Rather, the table provides Town officials and emergency response personnel with information to help plan for responding to the needs of Shelburne residents during an extreme temperature event.

Table 3-38: Estimated Vulnerable Populations in Shelburne		
Vulnerable Population Category	Number	Percent of Total Population*
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
Vulnerable Household Category	Number	Percent of Total Households*
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%

\*Total population = 1,935; Total households = 881

Note: Individuals and households may be counted under multiple categories.

Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

### Health Impacts

When people are exposed to extreme heat, they can suffer from potentially deadly illnesses, such as heat exhaustion and heat stroke. Heat is the leading weather-related killer in the U.S., even though most heat-related deaths are preventable through outreach and intervention. A study of heat-related deaths across Massachusetts estimated that when the temperature rises above the 85th percentile (hot: 85-86°F), 90th percentile (very hot: 87-89°F) and 95th percentile (extremely hot: 89-92°F) there are between five and seven excess deaths per day in Massachusetts. These estimates were higher for communities with high percentages of African American residents and elderly residents on days exceeding the 85th percentile.<sup>44</sup> A 2013 study of heart disease patients in Worcester, MA, found that extreme heat (high temperature greater than the 95th percentile) in the 2 days before a heart attack resulted in an estimated 44 percent increase in mortality. Living in poverty appeared to increase this effect.<sup>45</sup> In 2015, researchers analyzed Medicare records for adults over the age of 65 who were living in New England from 2000 to 2008. They found that a rise in summer mean temperatures of 1°C resulted in a 1 percent rise in the mortality rate due to an increase in the number and intensity of heat events.<sup>46</sup>

<sup>44</sup> Hattis et al., 2011)

<sup>45</sup> Madrigano et al., 2013

<sup>46</sup> (Shi et al., 2015).

Hot temperatures can contribute to deaths from heart attacks, strokes, other forms of cardiovascular disease, renal disease, and respiratory diseases such as asthma and chronic obstructive pulmonary disorder. Human bodies cool themselves primarily through sweating and through increasing blood flow to body surfaces. Heat events thus increase stress on cardiovascular, renal, and respiratory systems, and may lead to hospitalization or death in the elderly and those with pre-existing diseases.

Massachusetts has a very high prevalence of asthma: approximately 1 out of every 11 people in the state currently has asthma. In Massachusetts, poor air quality often accompanies heat events, as increased heat increases the conversion of ozone precursors in fossil fuel combustion emissions to ozone. Particulate pollution may also accompany hot weather, as the weather patterns that bring heat waves to the region may carry pollution from other areas of the continent. Poor air quality can negatively affect respiratory and cardiovascular systems, and can exacerbate asthma and trigger heart attacks.

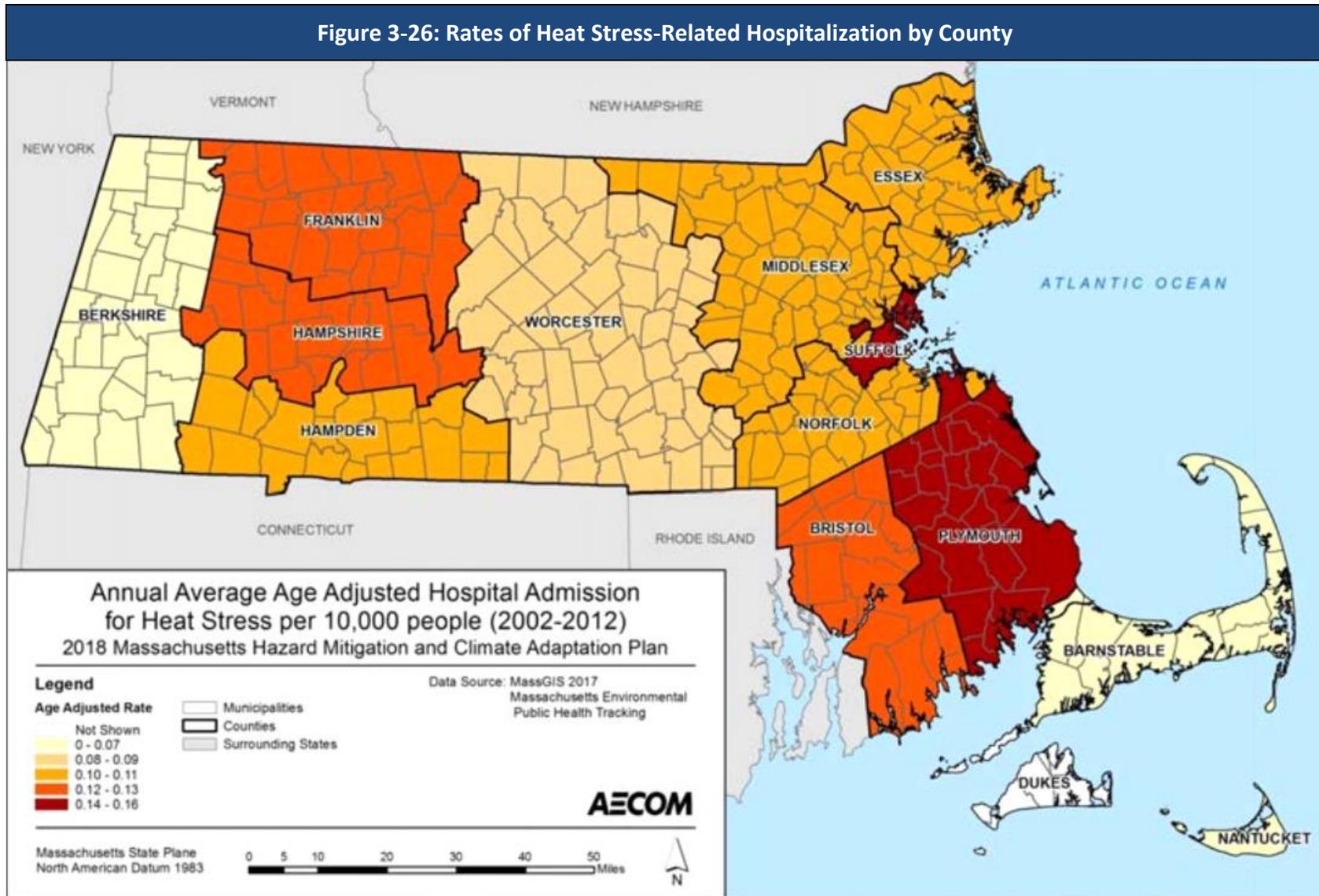
The rate of hospital admissions for heat stress under existing conditions is shown in Figure 3-26. Between 2002 and 2012, the annual average age-adjusted rate of hospital admission for heat stress was highest in Plymouth and Suffolk Counties. Franklin County ranked among the second highest rate of 0.12-0.13 admissions per 10,000 people. As displayed in Figure 3-27, Franklin County experienced the highest annual average age-adjusted hospital admissions for heart attacks (4.29 to 4.17 per 10,000 people) during this period, along with Plymouth, Bristol, and Berkshire Counties. Hamden County had the highest annual average age emergency department visits due to asthma (see Figure 3-28), while Franklin County's rate was statistically significantly lower.

Some behaviors increase the risks of temperature-related impacts. These behaviors include voluntary actions, such as drinking alcohol or taking part in strenuous outdoor physical activities in extreme weather, but may also include necessary actions, such as taking prescribed medications that impair the body's ability to regulate its temperature or that inhibit perspiration.

Cold-weather events can also have significant health impacts. The most immediate of these impacts are cold-related injuries, such as frostbite and hypothermia, which can become fatal if exposure to cold temperatures is prolonged. Similar to the impacts of hot weather that have already been described, cold weather can exacerbate pre-existing respiratory and cardiovascular conditions. Additionally, power outages that occur as a result of extreme temperature events can be immediately life-threatening to those dependent on electricity for life support or other medical needs. Isolation of these populations is a significant concern if

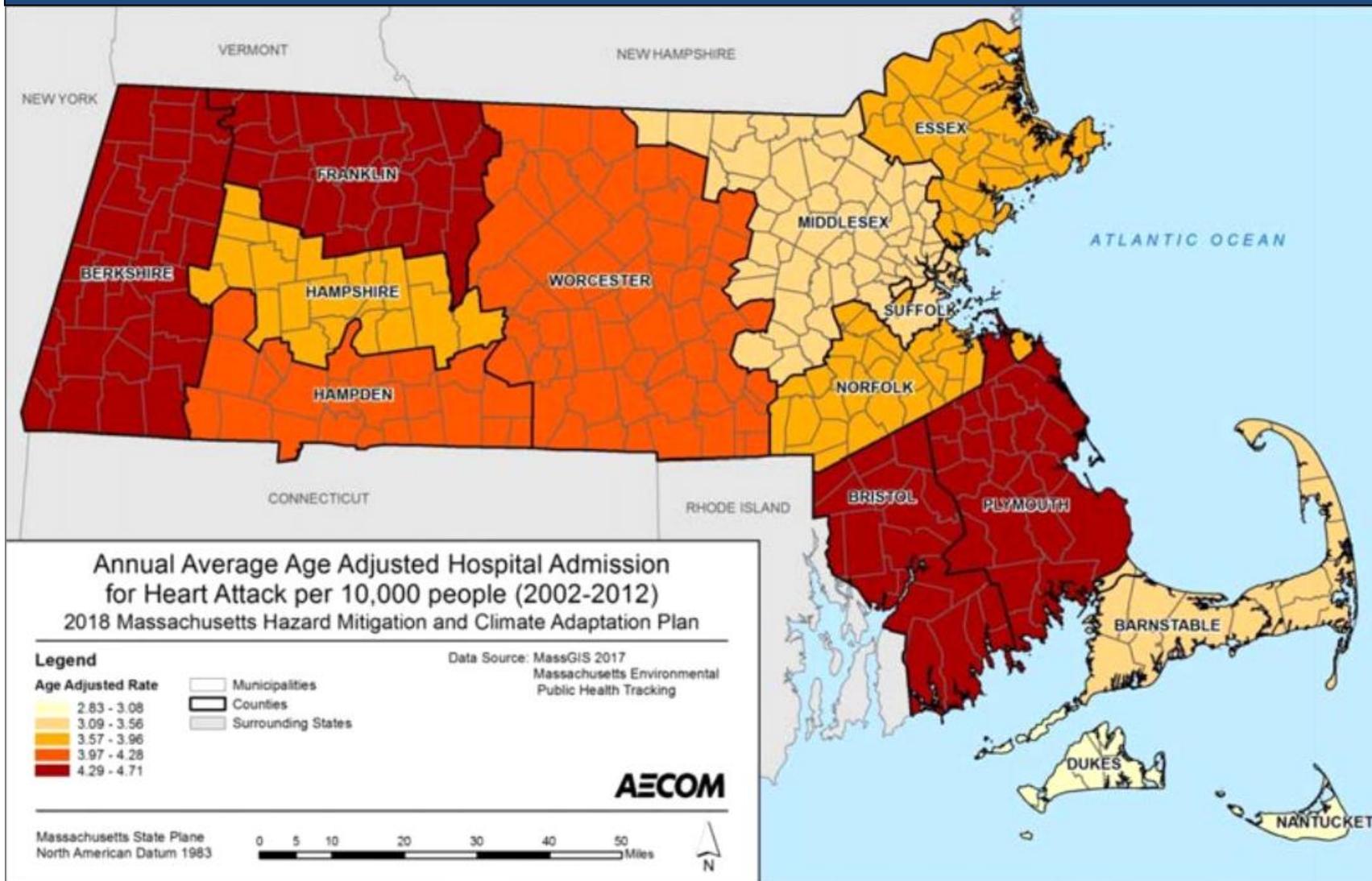
extreme temperatures preclude their mobility or the functionality of systems they depend on. Power outages during cold weather may also result in inappropriate use of combustion heaters, cooking appliances, and generators in indoor or poorly ventilated areas, leading to increased risk of carbon monoxide poisoning or fires.

Figure 3-26: Rates of Heat Stress-Related Hospitalization by County



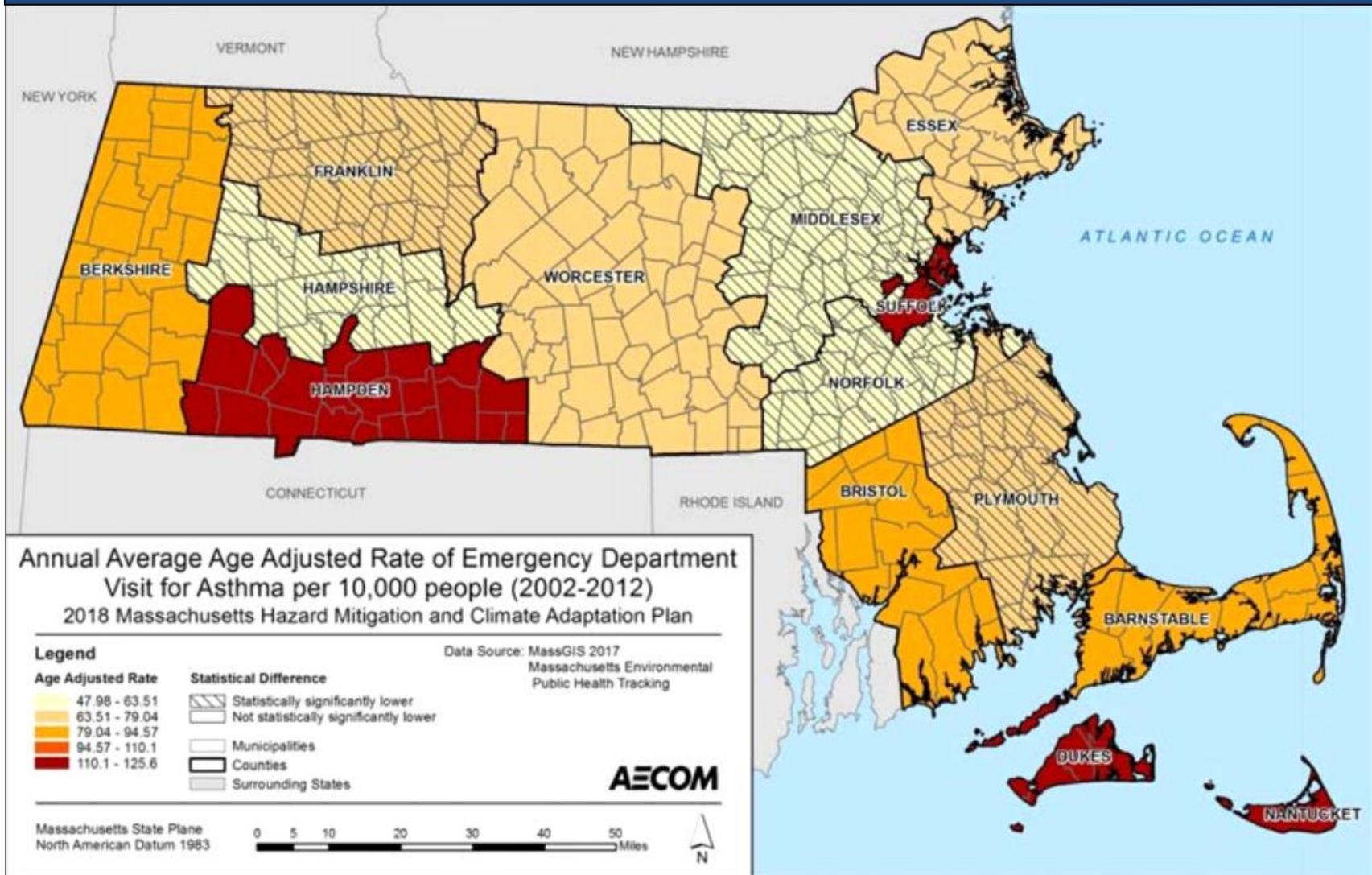
Source: Massachusetts Hazard Mitigation and Climate Adaptation Plan, September 2018.

Figure 3-27: Rates of Hospital Admissions for Heart Attacks by County



Source: Massachusetts Hazard Mitigation and Climate Adaptation Plan, September 2018.

Figure 3-28: Rates of Emergency Department Visits Due to Asthma by County



Source: Massachusetts Hazard Mitigation and Climate Adaptation Plan, September 2018.

### Economic Impacts

Extreme temperature events also have impacts on the economy, including loss of business function and damage to and loss of inventory. Business owners may be faced with increased financial burdens due to unexpected building repairs (e.g., repairs for burst pipes), higher than normal utility bills, or business interruptions due to power failure (i.e., loss of electricity and telecommunications). Increased demand for water and electricity may result in shortages and a higher cost for these resources. Industries that rely on water for business (e.g., landscaping businesses) will also face significant impacts. There is a loss of productivity and income when the transportation sector is impacted and people and commodities cannot get to their intended destination. Businesses with employees that work outdoors (such as agricultural and construction companies) may have to reduce employees' exposure to the elements by reducing or shifting their hours to cooler or warmer periods of the day.

The agricultural industry is most directly at risk in terms of economic impact and damage due to extreme temperature and drought events. Extreme heat can result in drought and dry conditions, which directly impact livestock and crop production. Increasing average temperatures may make crops more susceptible to invasive species. Higher temperatures that result in greater concentrations of ozone negatively impact plants that are sensitive to ozone. Additionally, as described in the Environment sub-section, changing temperatures can impact the phenology.

Livestock are also impacted, as heat stress can make animals more vulnerable to disease, reduce their fertility, and decrease the rate of milk production. Additionally, scientists believe the use of parasiticides and other animal treatments may increase as the threat of invasive species and pests grows.

### ***Infrastructure***

All elements of the built environment are exposed to the extreme temperature hazard. The impacts of extreme heat on buildings include: increased thermal stresses on building materials, which leads to greater wear and tear and reduces a building's useful lifespan; increased air-conditioning demand to maintain a comfortable temperature; overheated heating, ventilation, and air-conditioning systems; and disruptions in service associated with power outages. Extreme cold can cause materials such as plastic to become less pliable, increasing the potential for these materials to break down during extreme cold events. In addition to the facility-specific impacts, extreme temperatures can impact critical infrastructure sectors of the built environment in a number of ways, which are summarized in the subsections that follow.

### Agriculture

Above average, below average, and extreme temperatures are likely to impact crops—such as apples, peaches, and maple syrup—that rely on specific temperature regimes. Unseasonably warm temperatures in early spring that are followed by freezing temperatures can result in crop loss of fruit-bearing trees. Increasing heat stress days (above 90°F) may stress livestock and some crops. More pest pressure from insects, diseases and weeds may harm crops and cause farms to increase pesticide use. Farmers may have the opportunity to introduce new crops that are viable under warmer conditions and longer growing seasons; however, a transition such as this may be costly.<sup>47</sup>

Farms in town are seeing impacts to agricultural operations from the extremes between wet and dry and hot and cold weather in recent years, which can throw off the timing of different crops. These weather extremes make it even more difficult for small farms already struggling to remain viable. For some farms, greenhouses may provide a way to regulate the extremes; however, farms in Shelburne tend to be pasture or orchards, and cannot take advantage of greenhouse growing.

### Energy

In addition to increasing demand for heating and cooling, periods of both hot and cold weather can stress energy infrastructure. Electricity consumption during summer may reach three times the average consumption rate of the period between 1960 and 2000; more than 25 percent of this consumption may be attributable to climate change.<sup>48</sup> In addition to affecting consumption rates, high temperatures can also reduce the thermal efficiency of electricity generation.

Extended-duration extreme cold can lead to energy supply concerns, as the heating sector then demands a higher percentage of the natural gas pipeline capacity. When this occurs, New England transitions electricity generation from natural gas to oil and liquid natural gas. Limited on-site oil and liquid natural gas storage as well as refueling challenges may cause energy supply concerns if the events are colder and longer in duration.

### Transportation

Extreme heat has potential impacts on the design and operation of the transportation system. Impacts on the design include the instability of materials, particularly pavement, exposed to high temperatures over longer periods of time, which can cause buckling and lead to increased failures.<sup>49</sup> High heat can cause pavement to soften and expand, creating ruts, potholes, and

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<sup>47</sup> Resilient MA: <http://resilientma.org/sectors/agriculture>. Accessed March 4, 2019.

<sup>48</sup> EOEEA, 2011

<sup>49</sup> MassDOT, 2017

jarring, and placing additional stress on bridge joints. Extreme heat may cause heat stress in materials such as asphalt and increase the frequency of repairs and replacements. Roads are also vulnerable to rapid freeze and thaw cycles, which may cause damage to road surfaces. An increase in freeze and thaw cycles can also damage bridge expansion joints.<sup>50</sup>

Railroad tracks can expand in extreme heat, causing the track to “kink” and derail trains. Higher temperatures inside the enclosure-encased equipment, such as traffic control devices and signal control systems for rail service, may result in equipment failure. Rail operations will also be impacted when mandatory speed reductions are issued in areas where tracks have been exposed to high temperatures over many days, resulting in increased transit travel time and operating costs as well as a reduction in track capacity. Finally, extreme temperatures also discourage active modes of transportation, such as bicycling and walking. This will have a secondary impact on sustainable transportation objectives and public health.

Operations are vulnerable to heat waves and associated power outages that affect electrical power supply to rail operations and to supporting ancillary assets for highway operations, such as electronic signing. Increased heat also impacts transportation workers, the viability of vegetation in rights-of-way, and vehicle washing or maintenance schedules.<sup>51</sup> Hot weather increases the likelihood that cars may overheat during hot weather, and also increases the deterioration rate of tires.

### Water Infrastructure

Extreme temperatures do not pose as great a threat to water infrastructure as flood-related hazards, but changes in temperature can impact water infrastructure. For example, extreme heat that drives increases in air-conditioning demand can trigger power outages that disrupt water and wastewater treatment.<sup>52</sup> Hotter temperatures will also likely result in increased outdoor water consumption. Combined with other climate impacts such as an increase in surface water evapotranspiration, changing precipitation patterns, and groundwater recharge rates, increased water demand may challenge the capacity of water supplies and providers. Extreme heat can damage aboveground infrastructure such as tanks, reservoirs, and pump stations. Warmer temperatures can also lead to corrosion, water main breaks, and inflow and infiltration into water supplies.<sup>53</sup> Extreme heat is likely to result in increased drought conditions, and this has significant implications for water infrastructure, as discussed in the Drought Section.

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<sup>50</sup> Resilient MA: <http://resilientma.org/sectors/transportation>. Accessed March 4, 2019.

<sup>51</sup> MassDOT, 2017

<sup>52</sup> Resilient MA: <http://resilientma.org/sectors/water-resources>. Accessed March 4, 2019.

<sup>53</sup> (Jha and Pathak, 2016).

Extreme cold can freeze pipes, causing them to burst. This can then lead to flooding and mold inside buildings when frozen pipes thaw.

### ***Environment***

There are numerous ways in which changing temperatures will impact the natural environment. Because the species that exist in a given area have adapted to survive within a specific temperature range, extreme temperature events can place significant stress both on individual species and the ecosystems in which they function. High-elevation spruce-fir forests, forested boreal swamp, and higher-elevation northern hardwoods are likely to be highly vulnerable to climate change. Higher summer temperatures will disrupt wetland hydrology. Paired with a higher incidence and severity of droughts, high temperatures and evapotranspiration rates could lead to habitat loss and wetlands drying out.<sup>54</sup> Individual extreme weather events usually have a limited long-term impact on natural systems, although unusual frost events occurring after plants begin to bloom in the spring can cause significant damage. However, the impact on natural resources of changing average temperatures and the changing frequency of extreme climate events is likely to be massive and widespread.

One significant impact of increasing temperatures may be the northern migration of plants and animals. Over time, shifting habitat may result in a geographic mismatch between the location of conservation land and the location of critical habitats and species the conserved land was designed to protect. One specific way in which average temperatures influence plant behavior is through changes in phenology, the pattern of seasonal life events in plants and animals. A recent study by the National Park Service found that of 276 parks studied, three-quarters are experiencing earlier spring conditions, as defined by the first greening of trees and first bloom of flowers, and half are experiencing an “extreme” early spring that exceeds 95% of historical conditions.<sup>55</sup> These changing seasonal cues can lead to ecological mismatches, as plants and animals that rely on each other for ecosystem services become “out of sync.” For example, migratory birds that rely on specific food sources at specific times may reach their destinations before or after the species they feed on arrive or are in season. Additionally, invasive species tend to have more flexible phenologies than their native counterparts; therefore, shifting seasons may increase the competitiveness of present and introduced invasive species.

Wild plants and animals are also migrating away from their current habitats in search of the cooler temperatures to which they are accustomed. This is particularly pertinent for ecosystems that (like many in the northeastern U.S.) lie on the border between two biome

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<sup>54</sup> (MCCS and DFW, 2010).

<sup>55</sup> (NPS, 2016).

types. For example, an examination of the Green Mountains of Vermont found a 299- to 390-foot upslope shift in the boundary between northern hardwoods and boreal forests between 1964 and 2004.<sup>56</sup> Such a shift is hugely significant for the species that live in this ecosystem as well as for forestry companies or others who rely on the continued presence of these natural resources. Massachusetts ecosystems that are expected to be particularly vulnerable to warming temperatures include:

- Coldwater streams and fisheries
- Vernal pools
- Spruce-fir forests
- Northern hardwood (Maple-Beech-Birch) forests, which are economically important due to their role in sugar production
- Hemlock forests, particularly those with the hemlock woolly adelgid
- Urban forests, which will experience extra impacts due to the urban heat island effect

Additional impacts of warming temperatures include the increased survival and grazing damage of white-tailed deer, increased invasion rates of invasive plants, and increased survival and productivity of insect pests, which cause damage to forests.<sup>57</sup> As temperature increases, the length of the growing season will also increase.

***Vulnerability Summary***

Based on the above assessment, Shelburne has a “High” vulnerability to extreme temperatures. The following problem statements summarize Shelburne’s areas of greatest concern regarding extreme temperatures.

Extreme Temperature Hazard Problem Statements
<ul style="list-style-type: none"> <li>• The Senior Center, Fellowship Hall, and both public libraries have been used as informal cooling and warming centers during periods of extreme heat or cold.</li> </ul>
<ul style="list-style-type: none"> <li>• Highland Village, affordable housing for seniors and persons with disabilities, has a back-up generator for its community room, but not for individual apartments.</li> </ul>
<ul style="list-style-type: none"> <li>• Planning for the new senior center should include back-up power for heating and cooling.</li> </ul>
<ul style="list-style-type: none"> <li>• Town is unable to use Town funds to provide back-up generators for private buildings used as informal warming/cooling centers.</li> </ul>
<ul style="list-style-type: none"> <li>• The Cowell Gym electrical system would need to be updated in order to provide back-up power. This is the emergency evacuation site for the elementary school, and could be used as a warming/cooling center and auxiliary shelter for Shelburne, but not without back-up power.</li> </ul>

<sup>56</sup> USGRP, 2014

<sup>57</sup> MCCC and DFW, 2010)

## INVASIVE SPECIES

### Potential Impacts of Climate Change

A warming climate may place stress on colder-weather species while allowing non-native species accustomed to warmer climates to spread northward. This northward trend is already well documented, and is expected to accelerate in the future. Another way in which climate change may increase the frequency of natural species threat is through the possibility of climate refugees. As human populations move to escape increasingly inhospitable climates, they are likely to bring along products, food, and livestock that could introduce novel (and potentially invasive) species to the areas in which they settle.

Extreme winter temperatures are also critical limiting factors for many forest pests, and warming is expected to increase their survival and lead to expansions and outbreaks. For example, in Massachusetts, it's likely that winter temperatures have been limiting the impact of hemlock wooly adelgid (*Adelges tsugae*), as many infested forest stands are surviving while in more southerly ranges there is near complete hemlock mortality from this pest. But the adelgid has already expanded its range with warming winter temperatures and is likely to have increased survival and higher reproductive rates in the northern portion of its range as temperatures warm, likely leading to more significant impacts on forests.<sup>58</sup>

Figure 3-29: Impacts of Climate Change on Invasive Species		
Potential Effects of Climate Change		
	RISING TEMPERATURES → WARMING CLIMATE	A warming climate may place stress on colder-weather species, while allowing non-native species accustomed to warmer climates to spread northward.
	RISING TEMPERATURES AND CHANGES IN PRECIPITATION → ECOSYSTEM STRESS	Changes in precipitation and temperature combine to create new stresses for Massachusetts' unique ecosystems. For example, intense rainfall in urbanized areas can cause pollutants on roads and parking lots to get washed into nearby rivers and lakes, reducing habitat quality. As rainfall and snowfall patterns change, certain habitats and species that have specific physiological requirements may be affected. The stresses experienced by native ecosystems as a result of these changes may increase the chances of a successful invasion of non-native species.

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan. September 2018

<sup>58</sup> MassWildlife Climate Action Tool: <http://climateactiontool.org/content/invasive-plants-and-animals>. Accessed March 4, 2019.

## Hazard Description

“Invasives” are species recently introduced to new ecosystems that cause or are likely to cause significant harm to the environment, economy, or human health. Invasives compete with native plants and wildlife for resources, disrupt beneficial relationships, spread disease, cause direct mortality, and can significantly alter ecosystem function. Some of the more common invasives in Massachusetts may already be familiar - problematic invasive plants include purple loosestrife (*Lythrum salicaria*), Japanese barberry (*Berberis thunbergii*), glossy buckthorn (*Frangula alnus*), multiflora rose (*Rosa multiflora*), Japanese knotweed (*Fallopia japonica*), garlic mustard (*Alliaria petiolata*) and black locust (*Robinia pseudoacacia*). Others are not as well known, but equally as troublesome, such as Black Swallow-wort (*Cynanchum louiseae*), Pale Swallow-wort (*Cynanchum rossicum*), and reed canary grass (*Phalaris arundinacea*). Invasive animals include forest pests such as the hemlock woolly adelgid (*Adelgis tsugae*), Asian longhorn beetle (*Anoplophora glabripennis*), and the emerald ash borer (*Agrilus planipennis*). The zebra mussel (*Dreissena polymorpha*) is a particularly detrimental aquatic invasive species that has recently been detected in Western Massachusetts.<sup>59</sup> Spotted lanternfly (*Lycorma delicatula*) is an invasive insect first detected in Pennsylvania in 2014. It causes damage to trees and other woody plants by feeding on their sap. While the primary host plant is the invasive tree-of-heaven, researchers have found that it also targets grapevines, hops, and fruit trees, giving it the potential to become a serious agricultural pest.<sup>60</sup> It has not yet been detected in Massachusetts.

The Massachusetts Invasive Plant Advisory Group (MIPAG), a collaborative representing organizations and professionals concerned with the conservation of the Massachusetts landscape, is charged by the Massachusetts Executive Office of Energy and Environmental Affairs to provide recommendations to the Commonwealth to manage invasive species. MIPAG defines invasive plants as "non-native species that have spread into native or minimally managed plant systems in Massachusetts, causing economic or environmental harm by developing self-sustaining populations and becoming dominant and/or disruptive to those systems." These species have biological traits that provide them with competitive advantages over native species, particularly because in a new habitat they are not restricted by the biological controls of their native habitat. As a result, these invasive species can monopolize natural communities, displacing many native species and causing widespread economic and environmental damage. MIPAG recognized 69 plant species as "Invasive," "Likely Invasive," or

<sup>59</sup> MassWildlife Climate Action Tool: <http://climateactiontool.org/content/invasive-plants-and-animals>. Accessed March 4, 2019.

<sup>60</sup> Massachusetts Department of Agricultural Resources website: <https://www.mass.gov/spotted-lanternfly>. Accessed January 14, 2020.

"Potentially Invasive."<sup>61</sup>

Massachusetts has a variety of laws and regulations in place that attempt to mitigate the impacts of these species. The Massachusetts Department of Agricultural Resources (MDAR) maintains a list of prohibited plants for the state, which includes federally noxious weeds as well as invasive plants recommended by MIPAG and approved for listing by MDAR. Species on the MDAR list are regulated with prohibitions on importation, propagation, purchase, and sale in the Commonwealth. Additionally, the Massachusetts Wetlands Protection Act (310 CMR 10.00) includes language requiring all activities covered by the Act to account for, and take steps to prevent, the introduction or propagation of invasive species.

In 2000, Massachusetts passed an Aquatic Invasive Species Management Plan, making the Commonwealth eligible for federal funds to support and implement the plan through the federal Aquatic Nuisance Prevention and Control Act. The Massachusetts Department of Environmental Protection (MassDEP) and the Massachusetts Department of Conservation and Recreation (MA DCR) have official representation on the Northeast Aquatic Nuisance Species Panel, which was established under the federal Aquatic Nuisance Species Task Force. This panel allows managers and researchers to exchange information and coordinate efforts on the management of aquatic invasive species.

The Commonwealth also has several resources pertaining to certain terrestrial invasive species, such as the Massachusetts Introduced Pest Outreach Project, although a strategic management plan has not yet been prepared for these species. However, general strategic recommendations were prepared by MIPAG.<sup>62</sup> An important recommended action is for “early detection and rapid response” under the premise that if invaders could be detected and managed as soon as they are discovered in a new area, they could more easily be prevented from becoming well-established. With that premise in mind, MIPAG ranked the species that were not yet well-established in each region of the state.<sup>63</sup> In the Pioneer Valley, a concerted effort by several partnering state, federal, non-profits, private landowners and volunteers is underway to prevent the spread of Mile-a-Minute vine (*Polygonum perfoliatum*), aquatic water chestnut (*Trapa natans*) and to some degree, Japanese stiltgrass (*Microstegium vimineum*). Early detection and rapid response can work on a small scale as well, so landowners are being encouraged to learn to identify and tend to new populations of all invasive species so as to prevent new incursions on their land.

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<sup>61</sup> MIPAG webpage: <https://www.massnrc.org/MIPAG/>

<sup>62</sup> [https://www.massnrc.org/MIPAG/docs/STRATEGIC\\_PLAN\\_FINAL\\_042005.pdf](https://www.massnrc.org/MIPAG/docs/STRATEGIC_PLAN_FINAL_042005.pdf)

<sup>63</sup> <https://www.massnrc.org/MIPAG/docs/EarlyDetectionMIPAG.pdf>

Code of Massachusetts Regulation (CMR) 330 CMR 6.0(d) requires any seed mix containing restricted noxious weeds to specify the name and number per pound on the seed label. Regulation 330 CMR 9.0 restricts the transport of currant or gooseberry species in an attempt to prevent the spread of white pine blister rust. There are also a number of state laws pertaining to invasive species. Chapters 128, 130, and 132 of Part I of the General Laws of the state include language addressing water chestnut, green crab, the Asian longhorn beetle, and a number of other species. These laws also include language allowing orchards, gardens and nurseries to be surveyed for invasive species and for quarantines to be put into effect at any time.

Identification and monitoring is an important element in mitigating impacts from invasive species. The Outsmart Invasive Species project is a collaboration between the University of Massachusetts Amherst, the Massachusetts Department of Conservation and Recreation (MA DCR) and the Center for Invasive Species and Ecosystem Health at the University of Georgia. The goal of the project is to strengthen ongoing invasive-species monitoring efforts in Massachusetts by enlisting help from citizens. The web- and smartphone-based approach enables volunteers to identify and collect data on invasive species on their own, with little or no hands-on training except that provided by the app itself. By taking advantage of the increasing number of people equipped with iPhone or digital camera/web technology, this approach will expand the scope of invasive-species monitoring, in an effort to help control outbreaks of new or emergent invasive species that threaten our environment.<sup>64</sup> Records submitted through Outsmart go into the national database EDDMapS.<sup>65</sup>

## Location

The damage rendered by invasive species is significant. The massive scope of this hazard means that the entire Town of Shelburne may experience impacts from these species. Furthermore, the ability of invasive species to travel far distances (either via natural mechanisms or accidental human interference) allows these species to propagate rapidly over a large geographic area. Similarly, in open freshwater ecosystems, invasive species can quickly spread once introduced, as there are generally no physical barriers to prevent establishment, outside of physiological tolerances, and multiple opportunities for transport to new locations (by boats and waterfowl, for example).

According to the Shelburne Multi-Hazard Planning Committee, two plant species of immediate concern in Shelburne are Oriental bittersweet, with its ability to bring down large trees, and

<sup>64</sup> <https://masswoods.org/outsmart>. Accessed March 5, 2019.

<sup>65</sup> <https://www.eddmaps.org/>

Japanese knotweed that can form monocultures along riverbanks and is known to be poor for erosion control. Oriental bittersweet can germinate and establish dominating vines in almost any context ranging from the vegetated edges and sidewalk cracks downtown to the farm fields and forests in rural landscapes. The Committee explained that pastures, powerline corridors, and forests that experience natural (downed trees from wind, ice etc.) or man-made disturbances (timber harvesting) are especially susceptible to Bittersweet, as well as other invasives, because they provide sufficient sunlight to germinate the abundant seedbank of oriental bittersweet seeds, brought in by birds, and new shoots rapidly establish tenacious, mature vines in the absence of cutting or tillage.

### **Extent**

Invasive species are a widespread problem in Massachusetts and throughout the country. The geographic extent of invasive species varies greatly depending on the species in question and other factors, including habitat, the current range of the species and whether there are factors that curtail their spread. Some Invertebrates (such as the gypsy moth and winter moth) were spreading, but populations have been reduced considerably by biological control agents, whereas others, such as the zebra mussel, are currently established in certain regions of Massachusetts, but have no known control mechanisms. Other plants, such as Japanese barberry, are already widespread. Invasive species can be measured through monitoring and recording observances. Invasive species specialists urge actions that will prevent spread from infested to non-infested areas, such as cleaning boats, mowing equipment and hiking boots, as well as not transporting firewood.

### **Previous Occurrences**

The terrestrial and freshwater species listed on the MIPAG website as “Invasive” (last updated April 2016) are identified in Table 3-39. The table also includes details on the nature of the ecological and economic challenges presented by each species as well as information on where the species has been detected in Massachusetts. Twenty-three of the invasive species on the list have been observed in Shelburne since 2010 according to the Franklin County Flora Group and members of the Multi-Hazard Mitigation Committee. Several species on the “Likely Invasive” MIPAG list are also included in the table, as they are known to be in or nearby Shelburne. These species are important to track as they are less entrenched, and therefore may be more possible to prevent from becoming well-established.

Table 3-39: MIPAG “Invasive” Plants Occurring in Western Massachusetts		
Species (Common Name)	Notes on Occurrence and Impact	Observed in Shelburne
<i>Acer platanoides</i> L. ( <b>Norway maple</b> )	A tree occurring in all regions of the state in upland and wetland habitats, and especially common in woodlands with colluvial soils. It grows in full sun to full shade. Escapes from cultivation; can form dense stands; out-competes native vegetation, including sugar maple; dispersed by water, wind and vehicles.	Y
<i>Aegopodium podagraria</i> L. ( <b>Bishop’s goutweed; bishop’s weed; goutweed</b> )	A perennial herb occurring in all regions of the state in uplands and wetlands. Grows in full sun to full shade. Escapes from cultivation; spreads aggressively by roots; forms dense colonies in flood plains.	Y
<i>Ailanthus altissima</i> (P. Miller) Swingle ( <b>Tree of heaven</b> )	This tree occurs in all regions of the state in upland, wetland, & coastal habitats. Grows in full sun to full shade. Spreads aggressively from root suckers, especially in disturbed areas. A major host plant for the spotted lanternfly.	N
<i>Alliaria petiolata</i> (Bieb.) Cavara & Grande ( <b>Garlic mustard</b> )	A biennial herb occurring in all regions of the state in uplands. Grows in full sun to full shade. Spreads aggressively by seed, especially in wooded areas.	Y
<i>Berberis thunbergii</i> DC. ( <b>Japanese barberry</b> )	A shrub occurring in all regions of the state in open and wooded uplands and wetlands. Grows in full sun to full shade. Escaping from cultivation; spread by birds; forms dense stands.	Y
<i>Cabomba caroliniana</i> A.Gray ( <b>Carolina fanwort; fanwort</b> )	A perennial herb occurring in all regions of the state in aquatic habitats. Common in the aquarium trade; chokes waterways.	N
<i>Celastrus orbiculatus</i> Thunb. ( <b>Oriental bittersweet; Asian or Asiatic bittersweet</b> )	A perennial vine occurring in all regions of the state in uplands. Grows in full sun to partial shade. Escaping from cultivation; berries spread by birds and humans; overwhelms and kills vegetation.	Y
<i>Cynanchum louiseae</i> Kartesz & Gandhi ( <b>Black swallow-wort, Louise’s swallow-wort</b> )	A perennial vine occurring in all regions of the state in upland, wetland, and coastal habitats. Grows in full sun to partial shade. Forms dense stands, out-competing native species: deadly to Monarch butterflies.	N

Species (Common Name)	Notes on Occurrence and Impact	Observed in Shelburne
<i>Elaeagnus umbellata</i> Thunb. ( <b>Autumn olive</b> )	A shrub occurring in uplands in all regions of the state. Grows in full sun. Escaping from cultivation; berries spread by birds; aggressive in open areas; has the ability to change soil.	Y
<i>Euonymus alatus</i> (Thunb.) Sieb. ( <b>Winged euonymus; Burning bush</b> )	A shrub occurring in all regions of the state and capable of germinating prolifically in many different habitats. It grows in full sun to full shade. Escaping from cultivation and can form dense thickets and dominate the understory; seeds are dispersed by birds.	Y
<i>Euphorbia esula</i> L. ( <b>Leafy spurge; wolf's milk</b> )	A perennial herb occurring in all regions of the state in grasslands and coastal habitats. Grows in full sun. An aggressive herbaceous perennial and a notable problem in western USA.	Y
<i>Frangula alnus</i> P. Mill. ( <b>European buckthorn; glossy buckthorn</b> )	Shrub or tree occurring in all regions of the state in upland, wetland, and coastal habitats. Grows in full sun to full shade. Produces fruit throughout the growing season; grows in multiple habitats; forms thickets.	Y
<i>Hesperis matronalis</i> L. ( <b>Dame's rocket</b> )	A biennial and perennial herb occurring in all regions of the state in upland and wetland habitats. Grows in full sun to full shade. Spreads by seed; can form dense stands, particularly in flood plains.	Y
<i>Iris pseudacorus</i> L. ( <b>Yellow iris</b> )	A perennial herb occurring in all regions of the state in wetland habitats, primarily in flood plains. Grows in full sun to partial shade. Out-competes native plant communities.	Y
<i>Lonicera japonica</i> Thunb. ( <b>Japanese honeysuckle</b> )	A perennial vine occurring in all regions of the state in upland, wetland, and coastal habitats. Grows in full sun to full shade. Rapidly growing, dense stands climb and overwhelm native vegetation; produces many seeds that are bird dispersed; more common in southeastern Massachusetts.	Y
<i>Lonicera morrowii</i> A.Gray ( <b>Morrow's honeysuckle</b> )	A shrub occurring in all regions of the state in upland, wetland, and coastal habitats. Grows in full sun to full shade. Part of a confusing hybrid complex of nonnative honeysuckles commonly planted and escaping from cultivation via bird dispersal.	Y
<i>Lonicera x bella</i> Zabel [ <i>morrowii</i> x <i>tatarica</i> ] ( <b>Bell's honeysuckle</b> )	This shrub occurs in all regions of the state in upland, wetland, and coastal habitats. Grows in full sun to full shade. Part of a confusing hybrid complex of nonnative honeysuckles commonly planted and escaping from cultivation via bird dispersal.	Y
<i>Lysimachia nummularia</i> L. ( <b>Creeping jenny; moneywort</b> )	A perennial herb occurring in all regions of the state in upland and wetland habitats. Grows in full sun to full shade. Escaping from cultivation; problematic in flood plains, forests and wetlands; forms dense mats.	Y

Species (Common Name)	Notes on Occurrence and Impact	Observed in Shelburne
<i>Lythrum salicaria</i> L. ( <b>Purple loosestrife</b> )	A perennial herb or subshrub occurring in all regions of the state in upland and wetland habitats. Grows in full sun to partial shade. Escaping from cultivation; overtakes wetlands; high seed production and longevity. A beetle appears to be an effective biocontrol for successfully controlling dense stands.	Y
<i>Myriophyllum heterophyllum</i> Michx. ( <b>Variable water-milfoil; Two-leaved water-milfoil</b> )	A perennial herb occurring in all regions of the state in aquatic habitats. Chokes waterways, spread by humans and possibly birds.	N
<i>Myriophyllum spicatum</i> L. ( <b>Eurasian or European water-milfoil; spike water-milfoil</b> )	A perennial herb found in all regions of the state in aquatic habitats. Chokes waterways, spread by humans and possibly birds.	N
<i>Phalaris arundinacea</i> L. ( <b>Reed canary-grass</b> )	This perennial grass occurs in all regions of the state in wetlands and open uplands. Grows in full sun to partial shade. Can form huge colonies and overwhelm wetlands; flourishes in disturbed areas; native and introduced strains; common in agricultural settings and in forage crops.	Y
<i>Phragmites australis</i> (Cav.) Trin. ex Steud. subsp. <i>australis</i> ( <b>Common reed</b> )	A perennial grass (USDA lists as subshrub, shrub) found in all regions of the state. Grows in upland and wetland habitats in full sun to full shade. Overwhelms wetlands forming huge, dense stands; flourishes in disturbed areas; native and introduced strains.	Y
<i>Polygonum cuspidatum</i> Sieb. & Zucc. ( <b>Japanese knotweed; Japanese or Mexican Bamboo</b> )	A perennial herbaceous subshrub or shrub occurring in all regions of the state in upland, wetland, and coastal habitats. Grows in full sun to full shade, but hardier in full sun. Spreads vegetatively and by seed; forms dense thickets.	Y
<i>Polygonum perfoliatum</i> L. ( <b>Mile-a-minute vine or weed; Asiatic tearthumb</b> )	This annual herbaceous vine is currently known to exist in several counties in MA, and has also been found in RI and CT. Habitats include streamside, fields, and road edges in full sun to partial shade. Highly aggressive; bird and human dispersed. Has been observed in Montague and Deerfield, MA; a Greenfield population was extirpated.	N
<i>Potamogeton crispus</i> L. ( <b>Crisped pondweed; curly pondweed</b> )	A perennial herb occurring in all regions of the state in aquatic habitats. Forms dense mats in the spring and persists vegetatively.	N

Species (Common Name)	Notes on Occurrence and Impact	Observed in Shelburne
<i>Ranunculus ficaria</i> L. ( <b>Lesser celandine; fig buttercup</b> )	A perennial herb occurring on stream banks, and in lowland and uplands woods in all regions of the state. Grows in full sun to full shade. Propagates vegetatively and by seed; forms dense stands especially in riparian woodlands; an ephemeral that outcompetes native spring wildflowers.	Y
<i>Rhamnus cathartica</i> L. ( <b>Common buckthorn</b> )	A shrub or tree occurring in all regions of the state in upland and wetland habitats. Grows in full sun to full shade. Produces fruit in fall; grows in multiple habitats; forms dense thickets.	Y
<i>Robinia pseudoacacia</i> L. ( <b>Black locust</b> )	A tree that occurs in all regions of the state in upland habitats. Grows in full sun to full shade. While the species is native to central portions of Eastern North America, it is not indigenous to Massachusetts. It has been planted throughout the state since the 1700's and is now widely naturalized. It behaves as an invasive species in areas with sandy soils.	Y
<i>Rosa multiflora</i> Thunb. ( <b>Multiflora rose</b> )	A perennial vine or shrub occurring in all regions of the state in upland, wetland and coastal habitats. Grows in full sun to full shade. Forms impenetrable thorny thickets that can overwhelm other vegetation; bird dispersed.	Y
<i>Trapa natans</i> L. ( <b>Water-chestnut</b> )	An annual herb occurring in the western, central, and eastern regions of the state in aquatic habitats and in many sites is under active management. Forms dense floating mats on water.	N
<b>MIPAG "Likely Invasive" Plants observed in or near Shelburne</b>		
Species (Common Name)	Notes on Occurrence and Impact	Observed in Shelburne
<i>Microstegium vimineum</i> (Trin.) A. Camus ( <b>Japanese stilt grass; Nepalese browntop</b> )	An annual grass becoming established in the western region of the state in upland and wetland habitats. Grows in full sun to full shade. Forms dense stands; currently localized in the lower Connecticut River Valley; spreads in flood plains, but often gets started along roadsides when introduced by vehicles/equipment from outside the local area. Japanese stilt grass is found in Shelburne – in the Mid-Atlantic states it has been found to be very dominating and detrimental to forest ecosystems, preventing regeneration of small-seeded trees. Conway, MA has a concerted program to keep it from spreading, which could serve as a model for Shelburne and other towns.	Y
<i>Anthriscus sylvestris</i> (L.) Hoffmann ( <b>Wild chervil</b> )	A biennial or short-lived perennial herb with a few reported sites in minimally managed habitats scattered across the state. It occurs in old fields, wetlands, roadsides and proliferates in floodplain soils. Grows in full sun to partial shade. It has a very long taproot and is reported to be spreading in Vermont and Connecticut, and in Colrain, MA. It has been identified in Shelburne. It is concerning	Y

	<p>for farmers because it serves as a host for the parsnip yellow fleck virus that infects carrots, celery, and parsnips. It spreads quickly in hayfields and can cause molding in hay because it takes a long time to dry. It is unpalatable to livestock when mature. Difficult to control because of deep taproot.</p>	
<p><i>Cynanchum rossicum</i> (<i>Kleopov</i>) Borhidi (<b>European swallow-wort; pale swallow-wort</b>)</p>	<p>A perennial herb occurring in the western region of the state in upland habitats. Grows in full sun to partial shade. Forms dense stands; found primarily in the lower Connecticut River Valley and is spreading along the I-91 corridor.</p>	<p>N</p>

Source: Massachusetts Invasive Plant Advisory Group, <https://www.massnrc.org/mipag/invasive.htm>; Franklin County Flora Group, 2019; Shelburne Multi-Hazard Mitigation Committee member.

Although there are less clear-cut criteria for invasive fauna, there are a number of animals that have disrupted natural systems and inflicted economic damage on the Commonwealth, and may impact Shelburne (Table 3-40). One invasive species, the Zebra mussel, was first documented in Massachusetts in Laurel Lake in Lee (Berkshire County, Housatonic River watershed) in 2009. Invasive fungi are also included in this table. Because of the rapidly evolving nature of the invasive species hazard, this list is not considered exhaustive.

Table 3-40: Invasive Animal and Fungi Species in Massachusetts	
Species (Common Name)	Notes on Occurrence and Impact
<i>Terrestrial Species</i>	
<i>Lymantria dispar dispar</i> <b>(Gypsy moth (insect))</b>	This species was imported to Massachusetts for silk production, but escaped captivity in the 1860s. It is now found throughout the Commonwealth and has spread to parts of the Midwest. This species is considered a serious defoliator of oaks and other forest and urban trees; however, biological controls have been fairly successful against it. Outbreaks are more likely in years with dry May and June weather that limits the effectiveness of the fungus that acts as a biological control.
<i>Ophiostoma ulmi</i> , <i>Ophiostoma himal-ulmi</i> , <i>Ophiostoma novo-ulmi</i> <b>(Dutch elm disease (fungus))</b>	In the 1930s, this disease arrived in Cleveland, Ohio, on infected elm logs imported from Europe. A more virulent strain arrived in the 1940s. The American elm originally ranged in all states east of Rockies, and elms were once the nation’s most popular urban street tree. However, the trees have now largely disappeared from both urban and forested landscapes. It is estimated that “Dutch” elm disease has killed more than 100 million trees.
<i>Adelges tsugae</i> <b>(Hemlock woolly adelgid (insect))</b>	This species was introduced accidentally around 1924 and is now found from Maine to Georgia, including all of Massachusetts. In the south, it has caused up to 90% mortality in eastern hemlock species, which are important for shading trout streams and provide habitat for about 90 species of birds and mammals. It has been documented in about one-third of Massachusetts cities and towns and threatens the state’s extensive Eastern Hemlock groves.
<i>Cryphonectria parasitica</i> <b>(Chestnut blight (fungus))</b>	This fungus was first detected in New York City in 1904. By 1926, the disease had devastated chestnuts from Maine to Alabama. Chestnuts once made up one-fourth to one-half of eastern U.S. forests, and the tree was prized for its durable wood and as a food for humans, livestock, and wildlife. Today, only stump sprouts from killed trees remain. Fungus-resistant trees are becoming available.
<i>Anoplophora glabripennis</i> <b>(Asian long-horned beetle)</b>	This species was discovered in Worcester in 2008. The beetle rapidly infested trees in the area, resulting in the removal of nearly 30,000 infected or high-risk trees in just 3 years. Currently under quarantine within a 110 square mile zone in Worcester County, MA.

<p><i>Cronartium ribicola</i> (<b>White pine blister rust</b> (fungus))</p>	<p>This fungus is an aggressive and non-native pathogen that was introduced into eastern North America in 1909. Both the pine and plants in the Ribes genus (gooseberries and currants) must be present in order for the disease to complete its life cycle. The rust threatens any pines within a quarter-mile radius from infected Ribes.</p>
<p><i>Lycorma delicatula</i> (<b>Spotted lanternfly– SLF</b> (insect))</p>	<p>First detected in Pennsylvania (PA) in 2014. At the writing of this plan, this rapidly spreading pest has only been found as dead individuals in MA. This pest is a high alert species that the USDA calls potentially the most destructive pest in 150 years. In PA it has caused destruction of grape, apple, hops, and hardwoods. Can breed on Tree of heaven (also invasive), which should be removed from the region to slow the spread of SLF.</p>
<p><i>Agrilus planipennis</i> (<b>Emerald Ash Borer</b> (insect))</p>	<p>This small, invasive beetle is devastating to all ash tree species in MA. It is currently present in ten MA counties and continues to spread rapidly. This beetle kills Ash trees within a few years of arrival. The entire state of MA is under quarantine. Ash should not be moved (firewood, green wood products, nursery stock, or any plant materials from Ash stock). Three biocontrol species have been released in MA, the larval parasitoids Tetrastichus planipennisi and Spathius galinae and the egg parasitoid Oobius agrili. All biocontrol species are thoroughly researched prior to introduction into the ecosystem to avoid any negative impacts. It is too early to know if the biocontrols will prove to be a promising tool against the emerald ash borer.</p>
<p><i>Operophtera brumata</i> (<b>Winter moth</b> (insect))</p>	<p>This caterpillar of most deciduous trees spread to 1/3 of Massachusetts (eastern) and five other states (ME, NH, RI, CT, and NY). An introduced fly <i>Cyzenis albicans</i>, which parasitizes only winter moth, and a native wasp (yet unnamed) appear to be controlling damage. Moths have been detected as far west as Turners Falls. They are a danger to fruits (apples and blueberries) and maple trees (syrup production) but will eat other plants as well.</p>
<p><b>Species (Common Name)</b></p>	<p><b>Notes on Occurrence and Impact</b></p>
<p><i>Aquatic Species</i></p>	
<p><i>Dreissena polymorpha</i> (<b>Zebra mussel</b>)</p>	<p>The first documented occurrence of zebra mussels in a Massachusetts water body occurred in Laurel Lake in July 2009. Zebra mussels can significantly alter the ecology of a water body and attach themselves to boats hulls and propellers, dock pilings, water intake pipes and aquatic animals. They are voracious eaters that can filter up to a liter of water a day per individual. This consumption can deprive young fish of crucial nutrients. Threat to a number of native rare mussels.</p>

Sources: Chase et al., 1997; Pederson et al., 2005, CZM, 2013, 2014; Defenders of Wildlife; Gulf of Maine; EOEEA, 2013a, 2013b; as presented in the 2018 Massachusetts State Hazard Mitigation and Climate Adaptation Plan, with additions from Multi-Hazard Mitigation Planning Committee members.

Tickborne Diseases

Tickborne diseases increase due to climate change, and the town has seen an increase in the number and kind of tickborne diseases experienced by residents and identified in lab tests of

ticks over the last ten years. Franklin County’s rate of emergency department visits for tickborne diseases is among the highest in the state (only Martha’s Vineyard/Nantucket and Hampshire County have higher rates). Data from <https://www.tickreport.com/stats> shows that over 18,000 ticks have been submitted for testing from the zip code that covers Shelburne since January of 2016, with an ever larger percent of them testing positive for an increasing number of tickborne diseases.

Mitigating the harm of tickborne diseases requires risk communication skills and resources to change public perceptions and behaviors. This can include public education campaigns through schools, senior centers, and the media; signage at outdoor recreation locations; coordination with healthcare providers; participation in subsidized tick-testing programs through the UMass Laboratory of Medical Zoology, and more.

### **Probability of Future Events**

Because the presence of invasive species is ongoing rather than a series of discrete events, it is difficult to quantify the frequency of these occurrences. However, increased rates of global trade and travel have created many new pathways for the dispersion of exotic species. As a result, the frequency with which these threats have been introduced has increased significantly. Increased international trade in ornamental plants is particularly concerning because many of the invasive plants species in the U.S. were originally imported as ornamentals.

More generally, a warming climate may place stress on colder-weather species while allowing non-native species accustomed to warmer climates to spread northward. The impacts of invasive species and climate change is discussed in more detail below. Because invasive species are already impacting Shelburne, the probability of future events is “Very High.”

### **Impact**

The impacts of invasive species may interact with those of climate change, magnifying the negative impacts of both threats. Furthermore, due to the very traits that make them successful at establishing in new environments, invasives may be favored by climate change. These traits include tolerance to a broad range of environmental conditions, ability to disperse or travel long distances, ability to compete efficiently for resources, greater ability to respond to changes in the environment with changes in physical characteristics (phenotypic plasticity), high reproductive rates, and shorter times to maturity.

To become an invasive species, the species must first be transported to a new region, colonize

and become established, and then spread across the new landscape. Climate change may impact each stage of this process. Globally, climate change may increase the introduction of invasive species by changing transport patterns (if new shipping routes open up), or by increasing the survival of invasives during transport. New ornamental species may be introduced to Massachusetts to take advantage of an expanded growing season as temperatures warm. Aquatic invasives may survive in ships' ballast waters with warmer temperatures. Extreme weather events or altered circulation patterns due to climate change could also allow the dispersal of invasive species to new regions via transportation of seeds, larvae and small animals.

Species may shift their ranges north as the climate warms and be successful in regions they previously had not colonized. Invasives may also be able to spread more rapidly in response to climate change, given their high dispersal rates and fast generation times. These faster moving species may be at a competitive advantage if they can move into new areas before their native competitors.

Here in the Northeast, warming conditions may be particularly concerning for some invasives because species ranges in temperate regions are often limited by extreme cold temperatures or snowfall. There is concern that aquatic species, such as water hyacinth (*Eichhornia crassipes*), may be able to survive and overwinter in Massachusetts with increased temperatures and reduced snowfall. Nutria (*Myocastor coypus*), large, non-native, semi-aquatic rodents that are currently established in Maryland and Delaware, are likely to move north with warming temperatures - perhaps as far as Massachusetts.

Extreme winter temperatures are also critical limiting factors for many forest pests, and warming is expected to increase their survival and lead to expansions and outbreaks. For example, in Massachusetts, it's likely that winter temperatures have been limiting the impact of hemlock wooly adelgid (*Adelges tsugae*), as many infested forest stands are surviving while in more southerly ranges there is near complete hemlock mortality from this pest. But the adelgid has already expanded its range with warming winter temperatures and is likely to have increased survival and higher reproductive rates in the northern portion of its range as temperatures warm, likely leading to more significant impacts on forests. Researchers continue to explore possible solutions using biological controls, organisms that keep them in check in their native range, but so far these have not been successful here on hemlock wooly adelgid.

Invasive species are often able to thrive or take advantage of areas of high or fluctuating resource availability such as those found in disturbed environments. For example, for invasive plants, insect outbreaks or storms often free up space in the forest allowing light to penetrate

and nutrients and moisture balances to change, allowing invasive plants to move in. Climate change is likely to create these types of opportunities through increased disturbances such as storms and floods, coastal erosion and sea level rise.

Invasives may also be better able to respond to changing environmental conditions that free up resources or create opportunities. For example, greater plasticity in response to their environment may allow some invasive plants to respond faster to increases in spring temperature than native plants. These invasives are able to leaf-out earlier in warmer years, taking up available space, nutrients, and sunlight, and achieving a competitive advantage against native species. Increased carbon dioxide in the atmosphere may also benefit some weedy plant species, allowing them to compete for other resources (like water) more effectively than their native counterparts.

Species roles may change as the climate changes, further complicating the management and policy response. As species ranges shift and existing inter-species relationships are broken, there is the potential that some species, including native species, may become pests because the interspecies interactions (e.g., predation, herbivory) that used to keep their population numbers in check are no longer functional.<sup>66</sup>

Once established, invasive species often escape notice for years or decades. Introduced species that initially escaped many decades ago are only now being recognized as invasives. Because these species can occur anywhere (on public or private property), new invasive species often escape notice until they are widespread and eradication is impractical. As a result, early and coordinated action between public and private landholders is critical to preventing widespread damage from an invasive species.

The impacts from invasive species from a multi-hazard mitigation perspective is “Minor,” with very few injuries and only minor damage to property. Impacts can include loss of agricultural and forest products, and severe tree mortality from forest insect pests or heavy vines. This not only impacts landowner’s livelihood and wildlife habitat, but also creates roadside hazards along important evacuation routes.

## **Vulnerability**

Because plant and animal life is so abundant in Shelburne, the entire town is considered to be

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<sup>66</sup> This section excerpted from the MassWildlife Climate Action Tool: <http://climateactiontool.org/content/invasive-plants-and-animals>. Accessed March 5, 2019.

exposed to the invasive species hazard. Areas with high amounts of plant or animal life may be at higher risk of exposure to invasive species than less vegetated areas; however, invasive species can disrupt ecosystems of all kinds.

## ***Society***

The majority of invasive species do not have direct impacts on human well-being; however, as described in the following subsections, there are some health impacts associated with invasive species.

### Vulnerable Populations

Invasive species rarely result in direct impacts on humans, but sensitive people may be vulnerable to specific species that may be present in the state in the future. These include people with compromised immune systems, children under the age of 5, people over the age of 65, and pregnant women (see health impacts, below). Those who rely on natural systems for their livelihood or mental and emotional well-being are more likely to experience negative repercussions from the expansion of invasive species.

### Health Impacts

Of particular concern to human health are species like the Asian tiger mosquito (“ATM”) (*Aedes albopictus*). This invasive mosquito, originally from southeast and subtropical Asia, arrived in Houston in 1985 via a container ship and quickly became established in warm-climate, Southern states. Recently, its range has expanded to Massachusetts, mainly due to an increase in minimum winter temperatures which allow its eggs to successfully survive until Spring. Capable of spreading diseases endemic to the Commonwealth, such as West Nile Virus and Eastern Equine Encephalitis (EEE), the ATM is also a known competent vector for tropical flaviviruses, including Zika virus, dengue, yellow fever, and chikungunya. Informal surveillance for the ATM by a nearby city found evidence of its presence and in 2019 it was detected in Brattleboro, VT - even further north than Shelburne. This aggressive mosquito is likely range-limited by cold winter temperatures, suitable landscape conditions (it prefers urban areas and areas with standing water), and variation in moisture. As winter temperatures increase, the species is likely to become more prevalent in Massachusetts and throughout the Northeast, increasing the risk of serious illness for residents in summer months.<sup>67</sup> Franklin County has seen an increase in cases of EEE and West Nile Virus in the past ten years.

Additional invasive species have negative impacts on human health. The Tree of Heaven

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<sup>67</sup> MassWildlife Climate Action Tool: <http://climateactiontool.org/content/invasive-plants-and-animals>. Accessed March 5, 2019.

(*Ailanthus altissima*) produces powerful allelochemicals that prevent the reproduction of other species and can cause allergic reactions in humans. Similarly, due to its voracious consumption, the zebra mussel accumulates aquatic toxins, such as polychlorinated biphenyls or polyaromatic hydrocarbons, in their tissues at a rapid rate. When other organisms consume these mussels, the toxins can accumulate, resulting in potential human health impacts if humans consume these animals.

Loss of urban tree canopy from invasive species and pests can lead to higher summertime temperatures and greater vulnerability to extreme temperatures. Health impacts from extreme heat exposure is discussed in the Extreme Temperature section.

Dense patches of Japanese barberry and other densely occurring forest shrubs have been shown to harbor the tick associated with Lyme disease. Franklin County has seen major increases in Lyme disease, as well as the tick-borne illness Anaplasmosis, over the last ten years. Less common in the environment (but not yet documented in Shelburne) is giant hogweed, the sap of which can cause severe blistering of the skin.

#### Economic Impacts

Economic impacts include the cost to control invasive species on public and private land. Individuals who are particularly vulnerable to the economic impacts of this hazard include all groups who depend on existing ecosystems in Shelburne for their economic success. This includes all individuals working in forestry and agriculture-related fields, as well as those whose livelihoods depend on outdoor recreation activities such as hunting, hiking, fishing, or aquatic sports. Businesses catering to visitors who come to a town for outdoor recreation opportunities can also suffer from loss of business. Additionally, homeowners whose properties are adjacent to vegetated areas or waterbodies experiencing decline from an invasive species outbreak could experience decreases in property value.

#### **Infrastructure**

The entire town of Shelburne is considered exposed to this hazard; however, the built environment is not expected to be impacted by invasive species to the degree that the natural environment is. However, roadways and powerlines adjacent to vine-burdened or diseased trees could be impacted should weakened trees fall. This is most likely during a strong wind storm or an unseasonal ice or snow storm when the leaves are still on the trees. Thus, evacuation routes may be at risk. Utility wires under vine-burdened trees are also at risk, potentially causing power outages and unsafe conditions along evacuation routes. Buildings are not likely to be directly impacted by invasive species, except, again, by vine-burdened or

diseased trees. Facilities that rely on biodiversity or the health of surrounding ecosystems, such as outdoor recreation areas or agricultural/forestry operations, could be more vulnerable to impacts from invasive species. Dams, bridges, and roads may be at increased risk from flooding due to erosion from the proliferation of Japanese knotweed along riverbanks.

### Agriculture

The agricultural sector is vulnerable to increased invasive species associated with increased temperatures. More pest pressure from insects, diseases, and weeds may harm crops and negatively impact the small farm economy which is already struggling to remain viable. Farms may be forced to adapt their cultivation and land management practices, which is likely to include increased pesticide useage to control tenacious invasives, such as Japanese knotweed, for which manual control is untenable. In addition, floodwaters may spread invasive plants that are detrimental to crop yield and health. Agricultural and forestry operations that rely on the health of the ecosystem and specific species are likely to be vulnerable to invasive species, and this is proving to be a reality in Shelburne.

The Committee discussed the negative impact that invasive species are having on forestry products in Shelburne. Members voiced concern for the future of maple syrup production, based on observed stress in maple stands or “sugar bush” in recent years. Stressors on forestry and timber stands involve the impacts on tree health from invasive pests like the wooly adelgid and emerald ash borer, as well as invasive plants, like oriental bittersweet and Japanese barberry, which can take over many acres of land, destroy the habitat for native wildlife, and involve extensive costs to mitigate. Certain invasive plant species, such as glossy buckthorn, garlic mustard, Norway maple and Japanese stiltgrass (a recent invader) can prevent the natural regeneration of certain native tree species, some of which are important forestry products. Other invasive species, such as wild chervil and mile-a-minute vine (not yet found in Shelburne), have the potential of causing harm to agricultural operations (see more information on impacts to agriculture in Table 3-39).

### Public Health

An increase in species not typically found in Massachusetts could expose populations to vector-borne disease. A major outbreak could exceed the capacity of hospitals and medical providers to care for patients.

### Transportation

Water transportation may be subject to increased inspections, cleanings, and costs that result from the threat and spread of invasive species. Species such as zebra mussels can damage aquatic infrastructure and vessels.

### Water Infrastructure

Water storage facilities may be impacted by zebra mussels. Invasive species may lead to reduced water quality, which has implications for the drinking water supplies and the cost of treatment.

### **Environment**

Shelburne is 72% forested, and is therefore vulnerable to invasive species impacts to forests. Invasive plants can out-compete native vegetation through rapid growth and prolific seed production. Increased amounts of invasive plants can reduce plant diversity by dominating forests. When invasive plants dominate a forest, they can inhibit the regeneration of native trees and plants. This reduced regeneration further reduces the forest's ability to regenerate in a timely and sufficient manner following a disturbance event. In addition, invasive plants have been shown to provide less valuable wildlife habitat and food sources.

As discussed previously, the movement of a number of invasive insects and diseases has increased with global trade. Many of these insects and diseases have been found in New England, including the hemlock woolly adelgid, the Asian long-horned beetle, beech bark disease and the emerald ash borer. These organisms have no native natural predators or controls and are significantly affecting our forests by changing species composition as trees susceptible to these agents are selectively killed. Although biological controls are being released after ample testing for host specificity, no "silver bullets" have been found for these particular examples.

Invasive species interact with other forest stressors, such as climate change, increasing their negative impact. Examples include:

- A combination of an earlier growing season, more frequent gaps in the forest canopy from wind and ice storms, and carbon dioxide fertilization will likely favor invasive plants over our native trees and forest vegetation.
- Preferential browse of native plants by larger deer populations may favor invasive species and inhibit the ability of a forest to regenerate after wind and ice storms.
- Warming temperatures favor some invasive plants, insects, and diseases, whose populations have historically been kept in check by the cold climate.
- Periods of drought weaken trees and can make them more susceptible to insects and diseases, and reduces the effectiveness of the gypsy moth fungus, leading to gypsy moth

outbreaks.<sup>68</sup>

Aquatic invasive species pose a particular threat to water bodies. In addition to threatening native species, they can degrade water quality and wildlife habitat. Impacts of aquatic invasive species include:

- Reduced diversity of native plants and animals
- Impairment of recreational uses, such as swimming, boating, and fishing
- Degradation of water quality and increase eutrophication (increasing nutrients and decreasing oxygen available to organisms)
- Degradation of wildlife habitat
- Increased threats to public health and safety
- Diminished property values
- Local and complete extinction of rare and endangered species

Hydrilla, considered one of the worst aquatic invasive plant species, has been found in the Connecticut River in Agawam. It has the potential to severely impact rivers, streams and other waterbodies. Water chestnut is being managed in scores of lakes and ponds in the Connecticut River watershed by numerous partnering organizations and volunteers. Thus far, this species has not been documented in Shelburne, but is found as close as Ashfield and Gill.

**Vulnerability Summary**

Shelburne’s overall hazard vulnerability rating for invasive species is “Medium.” Below are the areas of greatest concern in Shelburne related to invasive species.

Invasive Species Hazard Problem Statements
<ul style="list-style-type: none"> <li>• Oriental bittersweet threatens mature trees and wildlife habitat in Town, as well as pastures and forests across rural Shelburne. Of greatest concern to hazard mitigation planning are the vine-burdened trees growing close to roads (especially Route 2), which, if sufficiently weakened by the vines could collapse in a severe storm, potentially pulling down power lines and/or blocking evacuation routes. Dead trees killed by vines close to the Deerfield River (upstream of Shelburne Falls) could fall into the river, causing undue stress on bridges and dams. Logs building up against bridges could potentially impede water flow turning the bridges into virtual dams.</li> </ul>

<sup>68</sup> Catanzaro, Paul, Anthony D’Amato, and Emily Silver Huff. *Increasing Forest Resiliency for an Uncertain Future*. University of Massachusetts Amherst, University of Vermont, USDA Forest Service. 2016

- Japanese knotweed forms monocultures along stream and riverbanks in town, and is poor erosion control compared to native vegetation. The banks of the Deerfield River are dominated by this plant, which severely restricts access to the river from the village of Shelburne Falls and elsewhere in Town. Knotweed-dominated banks near dams, bridges or other important infrastructure could be undermined due to erosion in severe storms.
- While tillage agriculture inherently controls many invasive plants in farm fields, many species, including Japanese barberry, multiflora rose, oriental bittersweet, and knotweed, will crop up and become established along the edges of fields and forests.
- Shelburne is 72% forested, and is vulnerable to pests and invasive species that may damage or alter the forest composition. Forests that experience a disturbance (natural or man-made) are especially vulnerable to opportunistic invasives, which take advantage of light and temperature fluctuations when the forest canopy is opened up.
- Agriculture and forestry in Shelburne rely on biodiverse ecosystems and are experiencing negative impacts due to invasive species. The scope of successfully controlling invasives long-term is often beyond the reach of what farmers and landowners can manage on their own.
- While there is a list of the invasive species in the area, this list is hard to understand for residents and town officials. A prioritized list of the species of highest concern to Shelburne, specific locations of concern, and public education is needed.
  - Cases of mosquito and tick-borne diseases such as Lyme, Anaplasmosis, EEE, and West Nile Virus, have increased in Franklin County over the past ten years.

## OTHER HAZARDS

In addition to the hazards identified above, the Hazard Mitigation Team reviewed the full list of hazards listed in the Massachusetts Hazard Mitigation and Climate Adaptation Plan. Due to the location and context of the Town, coastal erosion, coastal flooding, and tsunamis were determined not to be a threat. Manmade hazards are not addressed in the State plan, but were addressed in the 2014 Shelburne Multi-Hazard Mitigation Plan, and are considered a risk to the town. The Committee updated the 2014 Manmade Hazard profile in the following section.

### COVID-19

At the writing of this plan, Shelburne is experiencing the global coronavirus pandemic. This pandemic is a multi-layered hazard that requires a great deal of planning and response. There is a high health cost to those who are infected and the loss of life. The economic disaster that was precipitated by the shutdown, and the mental health challenges faced by those at home, out of work, and unable to go to school, are all parts of this disaster as well.

As of October 3, 2020, Shelburne has had nine cases of COVID since the pandemic began, with numerous residents identified as close contacts and required to quarantine. Franklin County (population 68,000) has had (as of 10/3/2020) 422 COVID cases since early March, with 69 deaths.

The village of Shelburne Falls, a popular tourist destination, has had the challenge of encouraging mask wearing and social distancing among both residents and the many visitors. It faces the related challenge of being seen by outsiders as one community, while in fact having two completely separate municipal COVID response teams – one on each side of the river, with different priorities, communication strategies, and resources. The two towns do share one health department, which was a benefit for assuring consistent response to complaints and enforcement and disease management.

Responding to a public health pandemic requires a number of things, including:

- A well-funded, adequately staffed, and properly trained health department to manage the infectious disease investigation, isolation and quarantine of those impacted, and enforcement of state and federal orders that apply to businesses, schools, and public buildings. The swift and effective prevention of coronavirus transmission requires 24/7 public health nursing coverage and a familiarity with the Massachusetts Virtual Epidemiological Network (MAVEN). Shelburne was well prepared in this area, given that the Town is a member of a regional public health district that was able to quickly scale

up to meet the requirements of the response.

- Good working relationships between the Board of Health, health agents and public health nurses and more traditional first responders like police, ambulance, and emergency management directors are a vital part of responding to a pandemic, and have been identified as an area of improvement in the FRCOG's State of Emergency Preparedness Report (page 8, 2019). Ideally these important partners would already be working together. Ensuring these roles work together regularly and operationalize template plans is an important part of pandemic preparedness. The Town had prepared to some extent through emergency dispensing site drills and other public health preparedness activities, but the pandemic is nonetheless a huge challenge for the elected and appointed volunteers in these roles.
- Risk communication skills and effective local communication channels are essential tools in changing public health practices and beliefs, like mask wearing, social distancing, and vaccine acceptance. Towns need to have newsletters, mailing lists, reverse call systems, cable TV channels, etc. In responding to the coronavirus pandemic the Town would have benefited from having more of these channels readily available and more training in risk communication for staff and volunteers.

## **MANMADE HAZARDS**

### **General Description**

Most non-natural or manmade hazards fall into two general categories: intentional acts and accidental events, although these categories can overlap. Some of the hazards included in these two categories, as defined by MEMA, consist of intentional acts such as explosive devices, biological and radiological agents, arson and cyberterrorism and accidental events such as nuclear hazards, invasive species, infrastructure failure, industrial and transportation accidents. Accidental events can arise from human activities such as the manufacture, transportation, storage, and use of hazardous materials.

This plan does not address all manmade hazards that could affect Shelburne. A complete hazards vulnerability analysis was not within the scope of this update. For the purposes of the 2020 plan, the Committee has evaluated non-natural hazards that are of an accidental nature, including industrial transportation accidents and industrial accidents in a fixed facility. New to the 2020 plan is an evaluation of cyber-security, which has become a threat of greater concern in recent years.

### **Hazard Description**

Hazardous materials in various forms can cause death, serious injury, long-lasting health effects, and damage to buildings, homes, and other property. Many products are shipped daily on the nation's highways, railroads, waterways, and pipelines. Chemical manufacturers are one source of hazardous materials, but there are many others, including service stations, hospitals, and hazardous materials waste sites. Hazardous materials come in the form of explosives, flammable and combustible substances, poisons, and radioactive materials. These substances are most often released as a result of transportation accidents or because of chemical accidents in plants.

A release may occur at a fixed facility or in transit. Communities with a large industrial base may be more inclined to experience a hazardous materials release due to the number of facilities such materials in their manufacturing process. Communities with several major roadways may be at a greater risk due to the number and frequency of trucks transporting hazardous materials passing through.

### **Location and Extent**

### Industrial Accidents - Transportation

Franklin County transportation systems include road, rail, and air. Accessible and efficient freight transportation plays a vital function in the economy of the region. Most freight and goods being transported to and from Franklin County are by truck; however, a significant amount of freight that moves through the county is being hauled over the three main rail lines. Given that any freight shipped via air needs first to be trucked to an airport outside the region, air transportation is not being evaluated in this plan.

The major trucking corridors in Franklin County are Interstate 91, running north/south, and Route 2, running east/west. These two highways also represent the busiest travel corridors in the region for non-commercial traffic. Safe and efficient transportation routes for trucks to and through the region are important to the region's economy and to the safety of its citizens. The safer the transportation routes are, the less likely a transportation accident will occur. According to the Franklin County Hazardous Material Emergency Plan (HMEP), an estimated 12 or more trucks per hour travel through the region containing hazardous materials. Most of these trucks are on Interstate 91. However, approximately two vehicles per hour travel along Route 2, and up to one vehicle per hour travel along Route 112, both routes passing through Shelburne. In addition, the HMEP notes that all roads in the county likely have vehicles carrying hazardous materials at varying intervals. Most recently, a truck carrying propane overturned in Shelburne on Route 2, requiring evacuation of nearby residences.

The major portions of hazardous chemicals transported by highways are petroleum-based products such as gasoline and heating fuels. According to the HMEP, the following hazardous materials are regularly carried on Route 2:

- Gasoline
- Fuel oil
- Kerosene
- Liquefied Petroleum Gas (LPG)
- Propane
- Sodium aluminate
- Sulfuric acid
- NOS Liquids 3082

Materials regularly carried on Route 112 are as follows:

- Gasoline
- Fuel oil
- Kerosene

- Liquefied Petroleum Gas (LPG)
- Propane

Ten to 24 trains per day travel on the main freight line of the Pan Am Systems Railroad, a single track that runs for less than a mile adjacent to the Deerfield River, crossing the river just north of at Bardwells Ferry Road. Rail accidents can be caused by faulty or sabotaged track; collision with another train, vehicle or other object on the track; mechanical failure of the train; or driver error. Depending on the freight, an accident could cause residents to evacuate the area. According to the HMEP, the 23 hazardous materials most frequently carried on these trains passing through Shelburne include:

- |                       |                       |                     |
|-----------------------|-----------------------|---------------------|
| • Petroleum crude     | • Methanol            | • Helium,           |
| • Liquefied petroleum | • Air bag inflation   | compressed          |
| • Petroleum gases     | • chemicals           | • Fire extinguisher |
| • Sodium chlorate     | • Methyl methacrylate | • chemicals         |
| • Sodium hydroxide    | • Alkylphenols        | • Sulfuric acid     |
| • Carbon dioxide      | • Batteries, wet      | • Paint             |
| • Phenol molten       | • Adhesives           | • Gasoline          |
| • Hydrochloric acid   | • Caustic alkali      | • Toluene           |
| • Acetone             |                       | • Hydrogen peroxide |

The trains themselves pose a potential hazard since 3 or 4 engines are used per train and each engine has a 2,000 gallon fuel tank. The Pan Am Systems Railroad, although traversing only a small part of Shelburne, runs adjacent to the Deerfield River through Conway, Buckland, and Charlemont. A spill along this line could easily contaminate the Deerfield River, and would pose both an immediate health and long term economic risk to Shelburne residences, farms, and businesses located downstream.

Industrial Accidents – Fixed Facilities

An accidental hazardous material release can occur wherever hazardous materials are manufactured, stored, transported, or used. Such releases can affect nearby populations and contaminate critical or sensitive environmental areas. Those facilities using, manufacturing, or storing toxic chemicals are required to report their locations and the quantities of the chemicals stored on-site to state and local governments. The Shelburne CEM Plan lists the following businesses and town facilities that use hazardous materials.

**Table 3-9: Facilities that Store Hazardous Materials**

Facility Name	Facility Location	Hazardous Chemical Inventory
Shelburne DPW	24 Colrain-Shelburne Road	Diesel fuel, liquid calcium
Kuzmeskus, Inc.	635 Mohawk Trail (Route 2)	Diesel fuel
Josh Simpson Glass	30 Frank Williams Road	Propane
Buckland-Shelburne Elementary School	75 Mechanic Street	Home heating fuel
Verizon Switching Building	Cross Street	Sulfuric acid in batteries

Source: 2018 Shelburne Comprehensive Emergency Management Plan.

Hazardous facilities located outside of town boundaries can potentially impact the Town as well. Most recently, in September 2019, a sulfuric acid leak from the Barnhardt Manufacturing facility on the North River in Colrain resulted in thousands of dead fish in the river, extending downstream to Shelburne. This is the second acid spill in the North River in recent decades. On September 3, 1999, a truck released 670 gallons of sulfuric acid into the North River in Colrain. MassWildlife found dead and dying fish up to 2.6 miles downstream of the spill. Fish species included trout, salmon, smallmouth bass, American eel, common shiner, dace, white sucker and darter. In 2003, Massachusetts settled with the responsible parties for \$28,125.<sup>69</sup>

The Vermont Yankee nuclear power plant is located on the Connecticut River in Vernon, Vermont, near the Vermont/Massachusetts border and approximately 16 miles from Shelburne Center and Shelburne Falls. In January 2010, the facility notified the Vermont Department of Health that samples taken in November 2009 from a ground water monitoring well on site contained tritium. This finding signals an unintended release of radioactive material into the environment. Testing has shown that contaminated groundwater has leaked into the Connecticut River, though tritium levels in the river have remained below the lower limit of detection.<sup>70</sup>

On August 27, 2013, Entergy, then-owner of Vermont Yankee, announced that Vermont Yankee would cease operations at the end of 2014 for economic reasons. Vermont Yankee officially disconnected from the grid on December 29, 2014. The reactor was manually shut down without incident. Transfer of all Vermont Yankee spent fuel from the reactor to the spent fuel pool was completed on January 12, 2015. The transfer of all Vermont Yankee spent fuel to dry cask storage was completed on August 1, 2018. On December 6, 2018, the Vermont Public Utilities Commission (PUC) approved Entergy’s sale of Vermont Yankee to subsidiaries of NorthStar Group Services, Inc., as a means of completing the decommissioning and site

<sup>69</sup> MA Department of Environmental Protection: <https://www.mass.gov/service-details/more-nrd-settlements-massdep>

<sup>70</sup> Vermont Department of Health. [http://healthvermont.gov/enviro/rad/vt\\_yankee.aspx](http://healthvermont.gov/enviro/rad/vt_yankee.aspx)

restoration on an accelerated schedule.<sup>71</sup>

Approximately 13 miles from downtown Shelburne Falls, the Yankee Atomic Electric Company (YAEC) stores spent nuclear fuel from the former Yankee Rowe nuclear facility, which operated for over three decades as a power generating facility until 1992. The plant was disassembled and officially decommissioned in 2007. However spent fuel from the plant's operation is still stored on site adjacent to the Sherman Reservoir on the Deerfield River, upstream from Shelburne. The fuel is stored in Nuclear Regulatory Commission – approved dry canisters and casks made of steel and concrete, which are placed on a concrete pad on the site. The stored fuel is monitored 24 hours a day. The fuel storage site is within the inundation zone for the Harriman Dam, which is located approximately 6.5 miles upstream from the site. According to the YAEC's website, the type of container that the fuel is stored in has been tested to withstand submersion under 50 feet of water for 8 hours, among other safety tests.<sup>72</sup>

The 2011 tsunami and earthquake in Japan that damaged a nuclear power plant demonstrates the potential vulnerability of these facilities to natural disasters, and the geographic extent that could be impacted by an accident. Town officials should stay abreast of proper evacuation procedures in the event of an accident at the Vermont Yankee nuclear power plant or Yankee Rowe fuel storage facility.

### **Cyber Threats**

A failure of networked computer systems could result in the interruption or disruption of town services (including public safety and other critical services), the disruption or interruption of the functioning of town departments, and the potential for loss or theft of important data (including financial information of the town and residents).

There are many possible causes of a network failure, but most either happen because of damage to the physical network/computer system infrastructure or damage to the network in cyberspace. Physical damages are incidents that damage physical telecommunications infrastructure or server/computer hardware. Examples are a water main break above a server room, fire/lighting strike that destroys equipment, construction accident damaging buried fiber line, or power outage and other issues effecting the Internet Service Provider (ISP) that interrupts access to the internet to the town.

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<sup>71</sup> Vermont Department of Public Service: [https://publicservice.vermont.gov/content/nuclear\\_decommissioning\\_citizens\\_advisory\\_panel\\_ndcap/history](https://publicservice.vermont.gov/content/nuclear_decommissioning_citizens_advisory_panel_ndcap/history). Accessed July 6, 2019.

<sup>72</sup> Yankee Atomic Electric Company. [http://www.yankeerowe.com/fuel\\_transportation.html](http://www.yankeerowe.com/fuel_transportation.html)

Damage to the cyber infrastructure can be malicious attacks or critical software errors that affect computer systems, from individual computers to the entire network. These virtual hazards can cause lack of access to the network, permanent data loss, permanent damage to computer hardware, and impact the ability to access programs or systems on the network. When incidents are malicious attacks, they can impact:

- Confidentiality: protecting a user’s private information.
- Integrity: ensuring that data is protected and cannot be altered by unauthorized parties.
- Availability: keeping services running and giving administration access to key networks and controls.
- Damage: irreversible damage to the computer or network operating system or “bricking” and physical, real world damages, caused by tampering with networked safety systems.
- Confidence: confidence of stakeholders in the organization who was victim of the attack.

Motives for cyber-attacks can vary tremendously, ranging from the pursuit of financial gain—the primary motivation for what is commonly referred to as “cyber-crimes” is for profit, retribution, or vandalism. Other motivations include political or social aims. Hacktivism is the act of hacking, or breaking into a computer system, for a political or social purpose. Cyber espionage is the act of obtaining secrets without permission of the holder of the information, using methods on the Internet, networks, or individual computers.<sup>73</sup> These threats are not only external; many acts of cyber-crime happened from current or former employees who were given network access legitimately.

For Shelburne, the most likely cyber-threat effecting the town and town departments come from malware and social engineering. These crimes prey on the vulnerable and unprepared and every individual and organization that connects a device to the internet is a potential mark.

#### Social Engineering:

Social engineering involves obtaining confidential information from individuals through deceptive means by mail, email, over the phone, and increasingly through text messages.<sup>74</sup> These techniques are referred to as ‘Phishing’.

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<sup>73</sup> NYC Hazard Mitigation, Cyber Threats, <https://nychazardmitigation.com/hazard-specific/cyber-threats/what-is-the-hazard/>

<sup>74</sup> Cybersecurity Precautions, MA Executive Office of Technology Services & Security, 2017

### Malware:

Malware, or malicious software, is any program or file that is harmful to a computer user. Types of malware can include computer viruses, worms, Trojan horses, and spyware. These malicious programs can perform a variety of different functions such as stealing, encrypting or deleting sensitive data, altering or hijacking core computing functions and monitoring users' computer activity without their permission. The most common way for malware to infect a town's network is through an employee opening an infected email attachment.

### Previous Occurrences

Over the past few years a type of malware called ransomware has been targeted at local governments. Cyber-criminals will use social-engineering to infect a network, take control and block user access to that network, then request a ransom from the organization. Once the ransomware is on the network, it can be extremely expensive and time consuming to restore that network without paying the ransom. When the cost of the ransom is less than the cost of resorting the system, is when the cyber-criminals succeed.

In July 2019, school districts all across the United States were targeted by ransomware. Since 2013, there have been some 170 attacks against state and local governments and there is no sign that this trend is slowing. In 2019, the Shelburne Senior Center, a consortium of three towns (Ashfield, Buckland, and Shelburne), was the victim of a ransomware cyber-attack, that caused at least \$4,400 in damages, not including staff time spent on recovery or the cost of protecting the system from future attacks. The attack resulted in loss of data important to the functioning of the senior center (which is not part of the town government). Insurance covered a portion of the costs, but does not cover for lost records or staff time.

Unlike other hazards, cyber-threats are global. Cyber-criminals don't care where you are or how small your town is. Many cyber-crimes aren't just lone criminals, they are more often than not committed by sophisticated criminal organizations and foreign governments who work around the clock looking to exploit small towns and big businesses alike.

The best way to prevent a cyber-attack is to follow best practices in cyber-security. Following these best practices will greatly mitigate the likelihood a cyber-attack is successful. MA Executive Office of Technology Services and Security (EOTSS)<sup>75</sup> is the chief MA State program that can assist local governments with cyber-security. There are educational opportunities available throughout the region that aim to assist municipalities learn and implement these best practices.

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<sup>75</sup> <https://www.mass.gov/cybersecurity>

The Franklin Regional Council of Governments (FRCOG) is currently exploring the feasibility, benefit and cost of creating an IT system and network shared by multiple, small municipalities. Benefits envisioned include the critical upgrading and networking of IT equipment in small municipalities, significant improvements in cybersecurity and safeguarding of networks and files, and shared costs for capital, software and support. The municipalities involved are very small, most with less than 10 people working in Town Hall. For the most part, current IT systems in these towns are standalone PCs with inconsistent virus control and file backup and no protective firewall. Funding is being sought to identify models and assess feasibility and maintenance costs of a shared network that specifically addresses cybersecurity and includes safeguards against other IT threats. Ten Franklin County towns are currently involved in this effort. Shelburne may want to consider participating in the study.

<b>Manmade Hazard Problem Statements</b>
<ul style="list-style-type: none"> <li>Approximately 10 to 24 trains per day travel on the main freight line of the Pan Am Systems Railroad adjacent to the Deerfield River; two vehicles per hour travel along Route 2; and up to one vehicle per hour travel along Route 112, carrying hazardous materials.</li> </ul>
<ul style="list-style-type: none"> <li>A spill from fixed facilities that store hazardous materials can affect nearby populations and contaminate critical or sensitive environmental areas and groundwater resources.</li> </ul>
<ul style="list-style-type: none"> <li>Facilities located outside of Shelburne can affect the town – an example is hazardous materials carried downstream during flooding events. The spent nuclear fuel stored at the former Yankee Rowe Nuclear Power plant site continues to be a concern for the region.</li> </ul>
<ul style="list-style-type: none"> <li>Cyber-attacks on local government is a growing threat. Keeping up with current best practices in cyber security can be challenging for a small community like Shelburne.</li> </ul>

## 4: MITIGATION CAPABILITIES & STRATEGIES

### NATURE-BASED SOLUTIONS FOR HAZARD MITIGATION & CLIMATE RESILIENCY

Nature-Based Solutions are actions that work with and enhance nature to help people adapt to socio-environmental challenges. They may include the conservation and restoration of natural systems, such as wetlands, forests, floodplains and rivers, to improve resiliency. NBS can be used across a watershed, a town, or on a particular site. NBS use natural systems, mimic natural processes, or work in tandem with engineering to address natural hazards like flooding, erosion and drought.

The 2018 Massachusetts Hazard Mitigation and Climate Adaptation Plan and the Municipal Vulnerability Program (MVP) both place great emphasis on NBS, and multiple state and federal agencies fund projects that utilize NBS. For this plan, Low Impact Development (LID) and Green Infrastructure (GI) are included under the blanket term of NBS. Following are examples of how NBS can mitigate natural hazards and climate stressors, and protect natural resources and residents:

- Restoring and reconnecting streams to floodplains stores flood water, slows it down and reduces infrastructure damage downstream
- Designing culverts and bridges to accommodate fish and wildlife passage also makes those structures more resilient to flooding, allowing for larger volumes of water and debris to safely pass through
- Managing stormwater with small-scale infiltration techniques like rain gardens and vegetated swales recharges drinking water supplies, reduces stormwater runoff, and reduces mosquito habitat and incidents of vector-borne illness by eliminating standing pools of water following heavy rain events
- Planting trees in developed areas absorbs carbon dioxide, slows and infiltrates stormwater, and provides shade, reducing summertime heat, lowering energy costs for village residents and improving air quality by reducing smog and particulate matter
- Vegetated riparian buffers absorb and filter pollutants before they reach water sources, and reduce erosion and water velocity during high flow events

This update of the Shelburne Multi-Hazard Mitigation Plan incorporates Nature-Based Solutions into mitigation strategies where feasible.

## EXISTING AUTHORITIES POLICIES, PROGRAMS, & RESOURCES

One of the steps of this Hazard Mitigation Plan update process is to evaluate all of the Town's existing policies and practices related to natural hazards and identify potential gaps in protection.

Shelburne has most of the no cost or low cost hazard mitigation capabilities in place. Land use zoning, subdivision regulations and an array of specific policies and regulations that include hazard mitigation best practices, such as limitations on development in floodplains, stormwater management, tree maintenance, etc. Shelburne has appropriate staff dedicated to hazard mitigation-related work for a community its size, including a Town Administrator, Emergency Management Director, a professionally run Highway Department, and a Tree Warden. Shelburne is a member of the Franklin County Inspection Service, which provides Building, Plumbing, and Electrical permitting and inspections in town. In addition to Town staff, Shelburne has an experienced Planning Board and Zoning Board of Appeals that review all proposed developments and assures that buildings are built to the current zoning requirements.

Shelburne has some recommended plans in place, including a Master Plan and an Open Space and Recreation Plan. Both plans need to be updated and supplemented by a Capitol Improvements Plan. The Town also has very committed and dedicated volunteers who serve on Boards and Committees and in Volunteer positions. The Town collaborates closely with surrounding communities and is party to Mutual Aid agreements through MEMA. Shelburne is also a member community of the Franklin Regional Council of Governments, and participates in the Franklin County Regional Emergency Planning Committee (REPC).

### Overview of Mitigation Strategies by Hazard

An overview of the general concepts underlying mitigation strategies for each of the hazards identified in this plan is as follows:

#### ***Flooding***

The key factors in flooding are the water capacity of water bodies and waterways, the regulation of waterways by flood control structures, and the preservation of flood storage areas (like floodplains and upland forested areas) and wetlands. As more land is developed, more flood storage is demanded of the town's water bodies and waterways. FEMA has identified no flood control structures within the Town of Shelburne.

The Town of Shelburne has adopted several land use regulations that serve to limit or regulate development in floodplains, to reduce and manage stormwater runoff from new development, and to protect groundwater and wetland resources, the latter of which often provide important flood storage capacity. These regulations are summarized in Table 4-1.

Infrastructure like dams and culverts are also in place to manage the flow of water. However, some of this infrastructure is aging and in need of replacement, or is undersized and incapable of handling heavier flows our region is experiencing due to climate change. The Town updated the Subdivision Rules and Regulations, including updated standards for culverts and stream crossings, for new roadways in town. Existing culverts at road-stream crossings have been evaluated by UMass and Trout Unlimited, and need to be prioritized for upgrades.<sup>76</sup>

### ***Severe Snowstorms / Ice Storms***

Winter storms can be especially challenging for emergency management personnel even though the duration and amount of expected snowfall usually is forecasted. The Massachusetts Emergency Management Agency (MEMA) serves as the primary coordinating entity in the statewide management of all types of winter storms and monitors the National Weather Service (NWS) alerting systems during periods when winter storms are expected.

To the extent that some of the damages from a winter storm can be caused by flooding, flood protection mitigation measures also assist with severe snowstorms and ice storms. The Town has adopted the State Building Code, which ensures minimum snow load requirements for roofs on new buildings. There are no restrictions on development that are directly related to severe winter storms, however, there are some Subdivision Rules and Regulations that could pertain to severe winter storms, summarized in Table 4-1.

Severe snowstorms or ice storms can often result in a small or widespread loss of electrical service, affecting infrastructure such as public water supply wells and water treatment plants. These effects can be mitigated by installing back-up power to ensure adequate service. The public water supply wells are equipped with a back-up generator that would allow pumping for up to one week. The Shelburne Falls water treatment plant is equipped with a standby power source.

### ***Hurricanes and Tropical Storms***

Hurricanes provide the most lead warning time of all identified hazards, because of the relative

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<sup>76</sup> See <https://frkog.org/wp-content/uploads/2018/12/Shelburne-High-Risk-Stream-Crossing-Report-Oct-2018.pdf> for more information.

ease in predicting the storm's track and potential landfall. MEMA assumes "standby status" when a hurricane's location is 35 degrees North Latitude (Cape Hatteras) and "alert status" when the storm reaches 40 degrees North Latitude (Long Island). Even with significant warning, hurricanes cause significant damage – both due to flooding and severe wind.

The flooding associated with hurricanes can be a major source of damage to buildings, infrastructure and a potential threat to human lives. Flood protection measures can thus also be considered hurricane mitigation measures. The high winds that often accompany hurricanes can also damage buildings and infrastructure, similar to tornadoes and other strong wind events. For new or recently built structures, the primary protection against wind-related damage is construction according to the State Building Code, which addresses designing buildings to withstand high winds. The Town of Shelburne is a member of the Franklin County Cooperative Building Inspection Program, which provides building inspection services.

Restrictions on development that are wind-related are the provisions in the zoning bylaw related to wireless communications facilities and premises-use wind energy systems. In addition, new permanent mobile homes, which are susceptible to catastrophic damage during high wind events, are prohibited in town unless they are located within a mobile home park.

### ***Severe Thunderstorms / Winds / Microbursts and Tornadoes***

Most damage from tornadoes and severe thunderstorms come from high winds that can fell trees and electrical wires, generate hurtling debris and, possibly, hail. According to the Institute for Business and Home Safety, the wind speeds in most tornadoes are at or below design speeds that are used in current building codes, making strict adherence to building codes a primary mitigation strategy. In addition, current land development regulations, such as restrictions on the height and setbacks of telecommunications towers and wind energy systems, can also help prevent wind damages.

### ***Wildfire***

In Shelburne, roughly 72% of the town (10,713 acres) is forested, so wildfires and brushfires could impact a significant portion of Shelburne. Annually there are between 2 – 10 brushfires in town, typically consuming less than an acre of land.

Burn permits for the Town of Shelburne are issued from the Shelburne Dispatch Control Center of the Massachusetts State Police. During this process, the applicant is read the State Law, which includes guidelines for when and where the burn may be conducted as well as fire safety tips provided by the control center. Specific burn permit guidelines are established by the state, such as the burning season and the time when a burn may begin on a given day.

The Shelburne Fire Department reviews subdivision plans to ensure that their trucks will have adequate access and that the water supply is adequate for firefighting purposes. The Shelburne Fire Department has an ongoing educational program in the schools to teach fire safety during Fire Prevention Week, which falls during the first week of October, and at other appropriate times during the year. In recent years the program has been expanded to include pre-school students. Additionally, an elderly outreach program has been initiated. The electric utility, Eversource, also conducts electrical safety training at the school.

### ***Earthquakes***

Although there are five mapped seismological faults in Massachusetts, there is no discernible pattern of previous earthquakes along these faults nor is there a reliable way to predict future earthquakes along these faults or in any other areas of the state. Consequently, earthquakes are arguably the most difficult natural hazard for which to plan. Most buildings and structures in the state were constructed without specific earthquake resistant design features. The first edition of the Massachusetts State Building Code went into effect on January 1, 1975 and included specific earthquake resistant design standards. These seismic requirements for new construction have been revised and updated over the years. According to the U.S. Census American Community Survey, approximately 76 percent of the housing in Shelburne were built before 1970.

In addition, earthquakes precipitate several potential devastating secondary effects such as building collapse, utility pipeline rupture, water contamination, and extended power outages. Therefore, many of the mitigation efforts for other natural hazards identified in this plan may be applicable during the Town's recovery from an earthquake.

### ***Dam Failure***

Dam failure is a highly infrequent occurrence, but a severe incident could prove catastrophic. In addition, dam failure most often coincides with flooding, so its impacts can be multiplied, as the additional water has nowhere to flow. The only mitigation measures currently in place are the state regulations governing the construction, inspection, and maintenance of dams. This is managed through the Office of Dam Safety at the Department of Conservation and Recreation. Owners of dams are responsible for hiring a qualified engineer to inspect their dams and report the results to the DCR. Owners of High Hazard Potential dams and certain Significant Hazard Potential dams are also required to prepare, maintain, and update Emergency Action Plans. Potential problems may arise if the ownership of a dam is unknown or contested. Additionally, the cost of hiring an engineer to inspect a dam or to prepare an Emergency Action Plan may be prohibitive for some owners.

The area of Shelburne most affected by catastrophic dam failure is Shelburne Falls, situated alongside the Deerfield River. Of particular concern are the Harriman and Somerset dams, High Hazard dams located upstream on the Deerfield River. According to Emergency Action Plans for these dams, updated in 2018, much of Shelburne Falls would be inundated during both a Sunny Day breach of one of these dams (under otherwise normal weather conditions), and during a worst case scenario, when a dam breaches during an extreme precipitation event. These dams fall under the jurisdiction of the Federal Energy Regulatory Commission (FERC), which conducts inspections annually.

While no specific mention is made regarding the construction of new dams in the Floodplain Overlay District (Section 8.0), the language regarding encroachment and the erection of structures would indicate that a Special Permit would be required from the Zoning Board of Appeals and an Order of Conditions would be required from the Conservation Commission. In addition, several state federal and local agencies would also be involved (including potentially the MA Department of Environmental Protection, the U.S. Environmental Protection Agency, and the Army Corps of Engineers).

### ***Landslides***

Regulating land use and development to avoid construction on steep slopes and ensuring that construction does not reduce slope stability is one way to mitigate the hazard potential of landslides. Existing mitigation measures are detailed in Table 4-1.

### ***Drought***

The Northeast is generally considered to be a moist region with ample rain and snow, but droughts are not uncommon. Widespread drought has occurred across the region as recently as 2016, and before that in the early 2000s, 1980s, and mid-1960s. More frequent and severe droughts are expected as climate change continues to increase temperatures, raise evaporation rates, and dry out soils - even in spite of more precipitation and heavier rainfall events.<sup>77</sup> Regulations that limit impervious surfaces, reduce stormwater runoff, and increase infiltration and recharge of groundwater resources are some ways to mitigate the impacts of drought. Shelburne currently encourages protection of open space and Low Impact Development (LID) stormwater management techniques with new subdivision developments. The size of large-scale solar installations is capped at 10 acres, with clearing limited to what is necessary for the system to be installed.

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<sup>77</sup> MassWildlife Climate Action Tool: <https://climateactiontool.org/content/drought>. Accessed March 8, 2019.

Back-up water supply is limited to roughly 6 days of supply. The Shelburne Falls Fire District is interested in developing another drinking water source on the Buckland side of the Deerfield River, which could provide additional resiliency to the public drinking water supply.

Forest landowners in town can be encouraged to conserve and manage their forests for climate resiliency. Strategies for promoting a resilient forest include increasing the diversity of tree species and age of trees in a forest, and promoting trees not currently threatened by pests or diseases that will thrive in a warming climate.<sup>78</sup>

### ***Extreme Temperatures***

A primary mitigation measure for extreme temperatures is establishing and publicizing warming or cooling centers in anticipation of extreme temperature events. Getting the word out to vulnerable populations, especially the homeless and elderly, and providing transportation is particularly important but can be challenging. The Senior Center, Fellowship Hall, and both public libraries, are used as informal warming and cooling centers. Highland Village, affordable housing for seniors and person with disabilities, has a back-up generator for its community room.

Reducing the amount of paving in new development, and planting and maintaining shade trees in villages and developed areas of towns, can help mitigate extreme heat in these areas. Roofs and paving absorb and hold heat from the sun, making developed areas hotter during the summer than surrounding forested areas. Trees that shade these surfaces can significantly lower the temperature in a neighborhood, making it easier to be outside and reducing cooling costs for homeowners. Shelburne encourages open space protection in new subdivision development. Shelburne could require the retention of mature trees and require new trees be planted in new development or redevelopment.

### ***Invasive Species***

The spread of invasive species is a serious concern as species ranges shift with a changing climate. People can also be a carrier of invasive plant species. Installing boot brushes at hiking entrances can help slow the spread of invasive species by removing seeds being carried in soil on hiking boots. Landowners can learn the top unwanted plants and look for them when out on their land, and can be encouraged to work with neighbors to control invasive exotic plants.

Before implementing any forest management, landowners should be sure to inventory for invasive exotic species. They will need to be controlled before harvesting trees and allowing

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<sup>78</sup> Catanzaro, Paul, Anthony D'Amato, and Emily Silver Huff. *Increasing Forest Resiliency for an Uncertain Future*. University of Massachusetts Amherst, University of Vermont, USDA Forest Service. 2016

sunlight into the forest, which will trigger their growth and spread. Also, the timber harvester should be required to powerwash their machines before entering the woods. Financial assistance may be available to landowners through the USDA NRCS Environmental Quality Incentives Program (EQIP) to address invasive species.<sup>79</sup>

In addition, Shelburne can require only native, non-invasive species be used in new development and redevelopment.

### ***All Hazards***

The Mohawk Trail Regional School in Buckland serves as a regional emergency shelter for Shelburne residents. The Town has a Memorandum of Agreement with the town of Buckland and the school department that allows for use of the gym in the high school. In the spring of 2017, a full-scale shelter drill was conducted at the facility with assistance from the Franklin Regional Council of Governments Emergency Preparedness staff. Establishing a regional shelter plan, agreements, and putting the plan into practice is a major accomplishment since the last Multi-Hazard Mitigation Plan update. However, the school is located in the dam inundation area, so the Town is looking for additional emergency sheltering options with the understanding that the school is vulnerable to flooding from a dam failure and could be inaccessible from Shelburne if roads or bridges are blocked from other hazard events.

The Town purchased a mobile back-up generator in 2015 using hazard mitigation grant funds. The mobile generator can be used at Fellowship Hall and Town Hall to provide back-up power. The Town is interested in completing the electrical work necessary to connect the mobile generator to additional public buildings.

The Town uses Connect-CTY, door-to-door, PA systems, radio, and cable access notification to alert residents of emergency conditions and instructions. The Connect CTY system was obtained around 2008 by the town and is used for both emergency notification and town business information. Continued outreach is needed to encourage residents to sign up for notifications. The Town has a new Town website that will allow information to be posted in real-time. The current Town website cannot be updated in a timely fashion for use in emergencies.

Primary and secondary evacuation routes are shown on the Critical Infrastructure map for Shelburne. Route 2 is a heavily traveled state highway, and accidents on the road can cut off the Town from nearby hospitals and other communities.

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<sup>79</sup> MassWildlife Climate Action Tool: <https://climateactiontool.org/content/maintain-or-restore-soil-quality-limit-recreational-impacts>. Accessed March 8, 2019.

A regional disaster debris management plan was created for Franklin County in 2015. The Franklin County REPC is currently working to verify the sites identified in the plan and complete agreements between towns for use of the regional sites. Towns may need to identify a site in their own town if regional agreements cannot be made.

**Existing Mitigation Capabilities**

The Town of Shelburne has numerous policies, plans, practices, programs and regulations in place, prior to the creation of this plan, that are already serving to mitigate the impact of natural hazards in the Town of Shelburne. These various initiatives are summarized, described and assessed on the following pages and have been evaluated in the “Effectiveness” column.

<b>Table 4-1: Existing Mitigation Capabilities</b>				
<b>Strategy</b>	<b>Capability Type</b>	<b>Description</b>	<b>Hazards Mitigated</b>	<b>Effectiveness / Improvements</b>
Floodplain District	Regulation - Zoning Bylaw	Overlay district to control development in the 100-year floodplain	Flooding Severe Winter Storms Hurricanes and Tropical Storms	Partially Effective. Floodplain maps are from 1980; FEMA is currently updating the maps.
Special Permit Criteria	Regulation – Zoning Bylaw	The Special Permit Granting Authority will take into consideration surface and groundwater runoff when issuing a Special Permit.	Flooding Landslides Severe Winter Storms Hurricanes and Tropical Storms	Partially Effective. Consider requiring that new development control any increase in surface and groundwater runoff on-site.
Environmental Controls	Regulation - Zoning Bylaw	Prohibits septic leach fields from being located within 100 feet of year-round streams or ponds; prohibits filling of the peak flood channel of any year-round stream or river	Flooding Landslides Severe Winter Storms Hurricanes and Tropical Storms	Partially Effective. Add erosion control measures
Earth Removal	Regulation – Zoning Bylaw	Regulates the removal of soil, loam, sand & gravel through a permitting process.	Flooding Landslides Severe Winter Storms Hurricanes and Tropical Storms	Partially Effective. Add erosion control and stormwater runoff requirements.
Sawmills and Logging	Regulation – Zoning Bylaw	Requires compliance with State forestry regulations and use of Best Management Practices to reduce erosion and impacts to water resources and endangered species habitat.	Flooding Drought Landslides Wildfire Severe Winter Storms Hurricanes and Tropical Storms	Effective.

<b>Table 4-1: Existing Mitigation Capabilities</b>				
<b>Strategy</b>	<b>Capability Type</b>	<b>Description</b>	<b>Hazards Mitigated</b>	<b>Effectiveness / Improvements</b>
Open Space Development	Regulation - Zoning Bylaw	By-right option for subdivision for parcels over 6 acres; requires at least 50% of the total parcel to be protected open space; encourages LID stormwater practices	Flooding Landslides Drought Severe Winter Storms Hurricanes and Tropical Storms	Effective. Open Space Development bylaw was overhauled since the last plan.
Large Scale Ground Mounted Solar Systems	Regulation – Zoning Bylaw	Regulates large scale solar systems; restricts size to less than 10 acres; minimizes clearing & impervious surfaces; installations on steep slopes and environmentally sensitive land should be minimized; requires stabilization and re-vegetation of site after removal of the installation; allows herbicides only to treat invasive species	Flooding Drought Landslides Invasive Species	Effective. New bylaw since the last plan.
Wireless Communications Facilities	Regulation – Zoning Bylaw	Regulates height and location of communication towers; requires towers to be designed to collapse within the site; must be located at least 1,500 feet from residential structures and 3,000 feet from a school.	Severe Winter Storms Hurricanes and Tropical Storms Severe Thunderstorms / Wind / Microbursts Tornadoes	Effective. Distances that a tower is permitted from residential and school structures were increased since the last plan.
Wind Energy Systems	Regulation – Zoning Bylaw	Regulates size, height, and setbacks from structures for wind energy systems generating power for an on-premise use. Towers are limited to 120 feet in height and must be set back from utility lines, roads, and structures.	Severe Winter Storms Hurricanes and Tropical Storms Severe Thunderstorms / Wind / Microbursts Tornadoes	Effective.
Mobile Homes	Regulation – Zoning Bylaw / Practice	New mobile homes may be occupied as a permanent residence only if within a mobile home park.	Severe Winter Storms Hurricanes and Tropical Storms Severe Thunderstorms / Wind / Microbursts Tornadoes	Not Effective at addressing potential impacts to existing mobile homes. Conduct outreach to mobile homeowners about opportunities to retrofit or replace mobile homes with more resilient structures.
Water Supply Protection District	Regulation – Zoning Bylaw	Preserves and maintains existing and potential groundwater and surface water resources within the town.	Flooding Drought Landslides Manmade Hazards	Not Effective. Shelburne does not have a water supply protection bylaw. Consider adopting a

Table 4-1: Existing Mitigation Capabilities				
Strategy	Capability Type	Description	Hazards Mitigated	Effectiveness / Improvements
				bylaw.
Subdivision Rules and Regulations	Regulation – Subdivision Design	Dictates street, utility, erosion control, stormwater and drainage design and construction; encourages LID; requires erosion and sedimentation plan; culverts should meet MA River and Stream Crossing standards; allows for minor street for up to 5 lots	All Hazards	Effective. Regulations updated since last plan. Future revisions could include requiring retention of mature trees and planting of street trees & reducing cul-de-sac dimensions for dead end streets or requiring a landscaped island to reduce pavement
Culvert Assessment and Prioritization	Practice	UMass and MADOT project identified, mapped, and evaluated road-stream crossings in Shelburne for vulnerability to extreme precipitation events. FRCOG developed a map and report documenting High Risk culverts from the project.	Flooding Severe Winter Storms Hurricanes and Tropical Storms	Partially Effective. Culverts should be prioritized for improvements or replacement.
Participation in the National Flood Insurance Program	Program	As of 2018 there were 11 flood insurance policies in effect in Shelburne	Flooding Severe Winter Storms Hurricanes and Tropical Storms	Effective
Shelburne Open Space and Recreation Plan	Plan	Inventories natural resources and identifies land protection priorities in the Town	All Hazards	Effective. The plan was last updated in 2014 and will expire in 2021.
State Building Code	Regulation	The Town of Shelburne has adopted the Massachusetts State Building Code	All Hazards	Effective for new construction & significant rehabilitation
Tree Maintenance	Practice	The Highway Department and electric company trim tree branches near overhead power lines	Severe Snowstorms / Ice Storms Hurricanes / Tropical Storms Thunderstorms / Wind Events Invasive Species	Partially Effective. Invasive species need to be addressed along roadways to prevent weakening/killing of trees that may impact power lines and evacuation routes.
Burn Permits	Regulation	Burn permits are issued by Shelburne Control. State police personnel provide information on safe burn practices	Wildfire	Effective

<b>Table 4-1: Existing Mitigation Capabilities</b>				
<b>Strategy</b>	<b>Capability Type</b>	<b>Description</b>	<b>Hazards Mitigated</b>	<b>Effectiveness / Improvements</b>
Fire Safety Education	Practice	The Fire Department has an ongoing fire safety educational program in the schools and senior center	Wildfire	Effective
Dam Inspections	Regulation	DCR inspection schedule is based on the hazard rating of the dam; owners are responsible for inspections. FERC high & significant hazard dams are inspected annually	Dam Failure	Partially Effective. DCR needs more resources to enforce inspection schedules
High / Significant Hazard Dam Emergency Action Plans	Regulation	Owners of high hazard and certain significant hazard dams are responsible for preparing Emergency Action Plans	Dam Failure	Partially Effective. FERC-licensed dams have up-to-date EAPs; a public notification plan is needed for a dam failure event
Back-Up Drinking Water Supply	Policy	Two 500,000 gallon water tanks store roughly 6 days of back-up water supply; the Fire District also has a propane generator that can pump up to 130,000 gallons/day for a week.	All Hazards	Partially Effective for residents on the public water supply. Locate a second water source on the Buckland side of the Deerfield River for added resilience.
Back-Up Power	Practice	The Town purchased a mobile back-up generator in 2015 which can be used at Fellowship Hall and Town Hall. Electrical work is necessary to connect the mobile generator to additional public buildings.	All Hazards	Partially Effective. Complete electrical work at public buildings. Ensure the new senior center project includes a back-up generator.
Sheltering Plan	Plan	A regional sheltering plan has been completed; Shelter Management Teams need to be created and cost sharing agreements between towns established	All Hazards	Partially Effective. Participate in the REPC's planning process to operationalize the regional shelter plan. An alternative to the Mohawk Trail Regional School should be identified for dam failure or other event making the school inaccessible from Shelburne.
Evacuation Plan	Plan	Primary and secondary evacuation routes are identified	All Hazards	Partially Effective. Evacuation plans should be developed specifically for a High Hazard dam failure event.

<b>Table 4-1: Existing Mitigation Capabilities</b>				
<b>Strategy</b>	<b>Capability Type</b>	<b>Description</b>	<b>Hazards Mitigated</b>	<b>Effectiveness / Improvements</b>
Debris Management	Plan	The REPC is updating the regional debris management plan and verifying sites. Towns may need to identify a site in their own town if regional agreements cannot be made.	All Hazards	Not Effective. Shelburne does not currently have a plan in place. Participate in the REPC's planning process to update the regional plan

## HAZARD MITIGATION GOAL STATEMENTS AND ACTION PLAN

As part of the multi-hazard mitigation planning process undertaken by the Shelburne Multi-Hazard Mitigation Planning Committee, existing gaps in protection and possible deficiencies were identified and discussed. The Committee then developed general goal statements and mitigation action items that, when implemented, will help to reduce risks and future damages from multiple hazards. The goal statements, action items, Town department(s) responsible for implementation, and the proposed timeframe for implementation for each category of hazard are described below. It is important to note that the Town of Shelburne has limited capabilities and resources (especially staffing) to be able to expand and improve upon existing policies and programs when the town identifies a need for improvement.

### Hazard Mitigation Goals

Based on the findings of the Risk Assessment, public outreach, and a review of previous town plans and reports, Shelburne has developed the following goals to serve as a framework for mitigating the hazards identified in this plan:

- To provide adequate shelter, water, food and basic first aid to displaced residents in the event of a natural disaster.
- To provide adequate notification and information regarding evacuation procedures, etc., to residents in the event of a natural disaster.
- To minimize the loss of life, damage to property, and the disruption of governmental services and general business activities due to natural hazards.

### Prioritization of Hazards

The Committee examined the results of the Risk Assessment (see Section 3) and used the results to prioritize the identified hazards. The Committee evaluated the natural hazards that can impact the town based on probability of occurrence, severity of impacts, and area of occurrence. Those hazards receiving the highest Overall Hazard Vulnerability Rating were assigned the highest priority, as shown in Table 4-2. The Committee developed problem statements and/or a list of key issues for each hazard to summarize the vulnerability of Shelburne's structures, systems, populations and other community assets identified as vulnerable to damage and loss from a hazard event. These problem statements were used to identify the Town's greatest vulnerabilities that will be addressed in the mitigation strategy (Section 4).

**Table 4-2: Hazard Priority Level Rating**

Natural Hazard	Overall Hazard Vulnerability Rating	Priority Level
Severe Winter Storms	High Risk	High
Hurricanes / Tropical Storms	High Risk	High
Severe Thunderstorms / Wind / Microbursts	High Risk	High
Extreme Temperatures	High Risk	High
Invasive Species	Medium Risk	Medium
Flooding	Medium Risk	Medium
Dam Failure	Medium Risk	Medium
Earthquakes	Medium Risk	Medium
Drought	Medium Risk	Medium
Wildfires	Medium Risk	Medium
Tornadoes	Low Risk	Low
Landslides	Low Risk	Low

**Prioritization of Action Items**

The Hazard Mitigation Committee identified several strategies that are currently being pursued, and other strategies that will require additional resources to implement. Strategies are based on previous experience, as well as the hazard identification and risk assessment in this plan.

***Prioritization Methodology***

The Shelburne Hazard Mitigation Planning Committee reviewed and prioritized a list of mitigation strategies using the following criteria:

- **Application to high priority or multiple hazards** – Strategies are given a higher priority if they assist in the mitigation of hazards identified as high priorities (Table 4-2) or apply to several natural hazards.
- **Time required for completion** – Projects that are faster to implement, either due to the nature of the permitting process or other regulatory procedures, or because of the time it takes to secure funding, are given higher priority.

- **Estimated benefit** – Strategies which would provide the highest degree of reduction in loss of property and life are given a higher priority. This estimate is based on the Hazard Identification and Risk Assessment Chapter, particularly with regard to how much of each hazard’s impact would be mitigated.
- **Cost effectiveness** – In order to maximize the effect of mitigation efforts using limited funds, priority is given to low-cost strategies. For example, regular tree maintenance is a relatively low-cost operational strategy that can significantly reduce the length of time of power outages during a winter storm. Strategies that have identified potential funding streams, such as the Hazard Mitigation Grant Program, are also given higher priority.

The following categories are used to define the priority of each mitigation strategy:

- **Low** – Strategies that would not have a significant benefit to property or people, address only one or two hazards, or would require funding and time resources that are impractical.
- **Medium** – Strategies that would have some benefit to people and property and are somewhat cost effective at reducing damage to property and people.
- **High** – Strategies that provide mitigation of high priority hazards or multiple hazards and have a large benefit that warrants their cost and time to complete.
- **Very High** – extremely beneficial projects that will greatly contribute to mitigation of high priority and multiple hazards and the protection of people and property.

### ***Cost Estimates***

Each of the following implementation strategies is provided with a cost estimate. Projects that already have secured funding are noted as such. Where precise financial estimates are not currently available, categories were used with the following assigned dollar ranges:

- **Low (\$)** – cost less than \$25,000
- **Medium (\$\$)** – cost between \$25,000 – \$100,000
- **High (\$\$\$)** – cost over \$100,000

Cost estimates take into account the following resources:

- Town staff time for grant application and administration (at a rate of \$25 per hour)
- Consultant design and construction cost (based on estimates for projects obtained from town and general knowledge of previous work in town)
- Town staff time for construction, maintenance, and operation activities (at a rate of \$25 per hour)

### ***Project Timeline***

The timeframe for implementation of the action items are listed in the Action Plan as Year 0-1, which is the first year following plan adoption, and subsequent years after plan adoption through the 5 year life of the plan (Year 2, Year 3, Year 4 and Year 5). The Committee recognized that many mitigation action items have a timeframe that is ongoing due to either funding constraints that delay complete implementation and/or the action item should be implemented each of the five years of the plan, if possible. Therefore, a category of Year 0-1, to be reviewed annually and implemented in subsequent years (Years 2-5), as appropriate was added.

Even when the political will exists to implement the Action Items, the fact remains that Shelburne is a small town that relies heavily on a small number of paid staff, many of whom have multiple responsibilities, and a dedicated group of volunteers who serve on town boards. However, some Action Items, when implemented by Town staff and volunteers, result in a large benefit to the community for a relatively small cost.

For larger construction projects, the town has limited funds to hire consultants and engineers to assist them with implementation. For these projects, the Town may seek assistance through the Franklin Regional Council of Governments (FRCOG). However, the availability of FRCOG staff can be constrained by the availability of grant funding.

The 2020 Shelburne Multi-Hazard Mitigation Prioritized Action Plan is shown in Table 4-3. Potential funding sources for mitigation action items are listed when known. Other potential funding sources are listed in Table 5-1 of this plan. When Town funds are listed as a source to fund hazard mitigation projects or activities, either in part (match) or in full, these funds would be obtained from the town's "general fund".

Table 4-3: 2020 Shelburne Hazard Mitigation Prioritized Action Plan

Action Type	Action Description	Hazards Addressed	Responsible Department / Board	Estimated Cost	Potential Funding Source	Estimated Timeframe	Benefits: Society (S) Infrastructure (I) Environment (E)	2014 Priority 2020 Priority	Status
<b>ALL HAZARD ACTION ITEMS</b>									
Critical Facilities & Infrastructure	To reduce the risk of losing information due to a disaster, develop a standardized system for backing up important town records.	All Hazards	Select Board, Town Administrator	\$	Town MVP	2021	S	High High	Carried over from 2014 Plan, partially complete. The Town is in the process of backing up town records.
Critical Facilities & Infrastructure	Prioritize buildings and incorporate into capital planning the completion of electrical work at Town buildings for use with the mobile back-up generators.	All Hazards	Emergency Management Director, Select Board	\$\$	Town	2022	S, I	NA High	New Action Item.
Education & Awareness	Utilize existing emergency preparedness outreach materials to disseminate information through the Town website, at the Town Hall, Library, and at local events, on what to include in a 'home survival kit,' how to prepare homes and other structures to withstand flooding and high winds, the proper evacuation procedures to follow during a natural disaster, and how to access information during an emergency. Review materials annually and update as needed.	All Hazards	Select Board, Webmaster, Emergency Management Director	\$	Town	Ongoing	S, I, E	High Medium	Carried over from 2014 Plan. Not yet accomplished.
Local Plans & Regulations	Become a designated Municipal Vulnerability Preparedness (MVP) community. The MVP designation process includes convening a Community Resilience Building workshop where participants identify the town's top vulnerabilities to climate change and top action items to address those vulnerabilities. Once designated, Shelburne would have access to MVP Action Grants to implement priority actions.	All Hazards	Select Board, Emergency Management Director	\$	MVP Planning Grant (MA EEA)	2021	S, I, E	N/A Medium	New Action Item. MVP Planning Grants are available from EEA annually; the grant is announced in the fall.
Education & Awareness / Nature-Based Solutions	Conduct a community discussion about adopting the Community Preservation Act (CPA) to provide funding for local and regional, watershed-wide open space protection efforts, particularly in floodplain areas and priority areas for protection identified in the 2014 Shelburne Open Space and Recreation Plan.	All Hazards	Planning Board, Select Board, Open Space Committee	\$	Town, Volunteer Time	2022	S, I, E	High Medium	Carried over from 2014 Plan. The CPA could provide a steady source of funding for open space protection projects.
Critical Facilities & Infrastructure	Assess and identify an alternative emergency shelter location in Shelburne in the event the Mohawk Trail Regional School cannot be accessed by Shelburne residents. Establish a plan for setting up and operating the alternative shelter.	All Hazards	Emergency Management Director, Select Board	\$	Town	2023	S	NA Medium	New Action Item.
Education & Awareness	Encourage seniors to sign up for TRIAD through the Franklin County Sheriff's Office.	All Hazards	Emergency Management Director, Council on Aging, FCSO	\$	Town	Ongoing	S	NA Medium	New Action Item. TRIAD is a safety and wellness program for seniors run by the sheriff's office. The Shelburne Falls Senior Center assists residents with signing up for TRIAD.

Table 4-3: 2020 Shelburne Hazard Mitigation Prioritized Action Plan

Action Type	Action Description	Hazards Addressed	Responsible Department / Board	Estimated Cost	Potential Funding Source	Estimated Timeframe	Benefits: Society (S) Infrastructure (I) Environment (E)	2014 Priority 2020 Priority	Status
Local Plans & Regulations	Conduct an After Action Report to document the impact, response, and recovery from the COVID-19 pandemic in Shelburne, and improvements that can be made to better prepare for future public health emergencies.	All Hazards	Board of Health Emergency Management Director	\$	Town, FRCOG, MA DPH	2022	S	NA High	New Action Item.
<b>MULTI-HAZARD ACTION ITEMS</b>									
Local Plans & Regulations / Education & Awareness	Participate in emergency exercises and planning related to flooding and dam failure on the Deerfield River. Update communications and evacuation plans in coordination with surrounding communities. Establish a plan for notifying residents within the inundation area of evacuation procedures to follow.	Flooding, Dam Failure	Emergency Management Director, REPC, Great River Hydro, Select Board, Police, Fire, & Highway Departments	\$	WRHSAC, MEMA	2020 and ongoing	S	NA High	New Action Item. A table top exercise is planned for spring 2020.
Local Plans & Regulations / Education & Awareness	Formalize agreements for use of the Senior Center, and potentially other buildings, as a warming and cooling center, and establish notification procedures for informing the public when centers are in operation.	Extreme Temperatures	Emergency Management Director	\$	Town	2021	S	NA High	New Action Item. The Town has an agreement to use Fellowship Hall; the Senior Center has served as an informal warming and cooling center.
Critical Facilities & Infrastructure	Utilize the culvert inventory recently completed by MassDOT (stream crossing explorer) to prioritize upgrades and seek funding for construction for properly designed/sized culverts that are resilient to flooding and climate change.	Flooding, Hurricanes, Tropical Storms, Microbursts, Thunderstorms	Select Board, Highway Department	\$\$\$	Town, MVP, HMGP, MA DER	2025	S, I, E	NA Medium	New Action Item.
Critical Facilities & Infrastructure	To reduce the risk of damage to the built and natural environment, ensure that regular tree maintenance to reduce the number of limbs near overhead power lines continues. Establish bi-annual meetings between the Highway Department and Eversource to review priority areas for maintenance.	Severe Winter Storms, Wind-Related Hazards, Invasive Species	Highway Superintendent, Tree Warden, Eversource	\$\$	Town, Eversource	Ongoing	S, I, E	High Medium	Carried over from 2014 Plan. The Highway Department and Eversource currently perform regular tree maintenance along roads and near power lines.
Education & Awareness	Utilize Community Development Block Grant (CDBG) funding for home rehabilitation work for low to moderate income households to bring existing homes up to code and to better withstand severe weather events. Publicize this and other home repair and weatherization/energy efficiency resources to residents.	Severe Winter Storms, Wind-Related Hazards, Extreme Temperatures	Select Board, HRA, Community Action, FRCOG, Senior Center	\$\$\$	Town, CDBG, Mass Save, DOER	2021 and ongoing	S, I	High Medium	Carried over from 2014 Plan. Shelburne currently does not have a home rehabilitation program. FRCOG, Community Action, HRA, and other partners will be producing outreach materials for low-income residents on energy efficiency opportunities in 2020-2021.

Table 4-3: 2020 Shelburne Hazard Mitigation Prioritized Action Plan

Action Type	Action Description	Hazards Addressed	Responsible Department / Board	Estimated Cost	Potential Funding Source	Estimated Timeframe	Benefits: Society (S) Infrastructure (I) Environment (E)	2014 Priority 2020 Priority	Status
Local Plans & Regulations / Nature-Based Solutions	Add requirements for stormwater management, erosion control, and impervious surface limits to the Zoning Bylaw for new development and redevelopment projects. Encourage Low Impact Development (LID) stormwater management techniques, and require adherence to the MA Stormwater Handbook standards.	Flooding, Landslides, Extreme Temperatures	Planning Board, Zoning Board of Appeals	\$	Town, Volunteer Time, DLTA	2021	S, I, E	Medium Medium	Modified from 2014 Plan. Mass Audubon's online LID bylaw review toolkit is a helpful resource. <sup>80</sup>
Critical Facilities & Infrastructure / Nature-Based Solutions	Hire a consultant to conduct a geomorphic engineering assessment of the Hinsdale Brook to determine possible bank stabilization measures to mitigate damages to the environment and nearby infrastructure. Seek funding to implement recommended measures.	Flooding, Landslides	Select Board, Conservation Commission, Highway Department	\$\$\$	Town, MEMA, MA DEP, MVP	2022	S, I, E	Medium Medium	Carried over from 2014 Plan.
Critical Facilities & Infrastructure	Continue to seek funding to replace old water and sewer infrastructure with new pipes that are more resilient to damage from earthquakes, flooding, and extreme weather, and that reduce the amount of groundwater entering the sewer system through Infiltration and Inflow (I&I).	Earthquakes, Flooding	Board of Sewer Commissioners, Select Board, Wastewater Treatment Facility Chief Operator	\$\$\$	Town, CDBG, HCI Small Town grant, MassWorks,	Ongoing	S, I, E	Medium Medium	Modified from 2014 Plan. I&I has become an issue during years with high amounts of precipitation.
Critical Facilities & Infrastructure	Locate a public water supply source on the Buckland side of the Deerfield River to serve as a back-up supply and provide added resiliency to the Shelburne Falls Water District.	Flooding, Drought, Dam Failure, Earthquakes	Shelburne Falls Fire District, Select Board	\$\$\$	Shelburne Falls Fire District, LAND Grant, MVP	2025	S, I	NA Low	New Action Item. The Fire District is actively seeking funding for a new water supply source.
Critical Facilities & Infrastructure	Prepare an emergency action plan for a scenario where the Bridge of Flowers and/or Iron Bridge are damaged or destroyed. Include options for running a temporary drinking water line across the Deerfield River in the event the water main on the bridge is damaged.	Flooding, Dam Failure, Earthquakes	Shelburne Falls Fire District, Select Board	\$\$\$	Shelburne Falls Fire District, MVP, HMGP	2023	S, I	NA Low	New Action Item.
Education & Awareness	Monitor hazardous beaver dams in Shelburne and perform outreach and education for landowners on options for mitigating risks from beaver dams.	Dam Failure Flooding	Highway Department, Emergency Management Director	\$	Town	Ongoing	S, I, E	N/A Low	New Action Item.
Local Plans & Regulations	Add requirements to Section 12: Mobile Homes and Campers of the Shelburne Zoning Bylaws to ensure adequate support and anchoring systems are used for temporary mobile homes, and permanent mobile homes located in a mobile home park.	Wind-Related Hazards	Planning Board, FCCIP	\$	Volunteer Time, DLTA	2021	S, I	High Low	Carried over from 2014 Plan.
Critical Facilities & Infrastructure	In order to protect power lines, bridges, and evacuation routes, inventory trees along evacuation routes and the Deerfield River that are impacted by Oriental bittersweet or other invasive species; seek funding to control the vines (saving the tree) or to remove dead trees, with landowner permission where needed.	Invasive Species, Flooding, High-wind Hazards	Highway Department, Conservation Commission	\$\$	Town MVP MA DEP	2023	S, I, E	N/A Low	New Action Item.

<sup>80</sup> <https://www.massaudubon.org/our-conservation-work/advocacy/shaping-the-future-of-your-community/publications-community-resources/bylaw-review>

Table 4-3: 2020 Shelburne Hazard Mitigation Prioritized Action Plan

Action Type	Action Description	Hazards Addressed	Responsible Department / Board	Estimated Cost	Potential Funding Source	Estimated Timeframe	Benefits: Society (S) Infrastructure (I) Environment (E)	2014 Priority 2020 Priority	Status
Critical Facilities & Infrastructure	Hire a consultant to study the Japanese knotweed along the banks of the Deerfield River to determine erosion threats to property and downstream infrastructure and options for mitigation.	Invasive Species, Flooding	Conservation Commission	\$	Town MVP MA DEP	2023	S, I, E	<u>N/A</u> Low	New Action Item.
<b>HAZARD-SPECIFIC ACTION ITEMS</b>									
Education & Awareness / Local Plans & Regulations	Once new FEMA floodplain maps are available for Shelburne, conduct public outreach about the floodplain and the National Flood Insurance Program (NFIP). Consider revising the Floodplain District Overlay Zoning Bylaw to further restrict new building within the floodplain and to address storage and use of hazardous materials in the floodplain.	Flooding	Select Board, Planning Board	\$	Town, Volunteer Time, DLTA	2023	S, I, E	<u>Medium</u> Medium	Modified from 2014 Plan. FEMA is in the process of updating the 100-year floodplain maps for Shelburne.
Critical Facilities & Infrastructure / Nature-Based Solutions	Hire a consultant to explore options for mitigating flooding at Bardwells Ferry Road and Allen Road, including implementing an upstream flood mitigation project to keep water within the channel and floodplain. Seek funding to implement feasible options.	Flooding	Select Board, Conservation Commission, Highway Department	\$\$\$	Town, MEMA, MA DEP, MA DER, MVP	2022	S, I, E	<u>Medium</u> Medium	Carried over from 2014 Plan.
Local Plans & Regulations	Consider becoming a part of FEMA’s Community Rating System once new floodplain maps are available. Seek out technical assistance to help the Town take the steps necessary to join the program.	Flooding	Select Board Town Administrator	\$	Town, DCR	2024	S, I, E	<u>Medium</u> Low	Carried over from 2014 Plan.
Local Plans & Regulations	Once new floodplain maps are available from FEMA, seek technical assistance to expand and update the Vulnerability Assessment for properties located within the 100-year floodplain using Assessors’ data and other available information.	Flooding	Emergency Management Director	\$	Town, DLTA	2024	S, I	<u>Low</u> Low	Modified from 2014 Plan.
Critical Facilities & Infrastructure	Identify and document locations along rivers and streams in town where ice jams have the potential to form, and monitor annually.	Flooding	Emergency Management Director, Highway Department	\$	Town	Ongoing	S, I, E	<u>Low</u> Low	Carried over from 2014 Plan.
Education & Awareness	Review annually and update as needed existing materials to educate homeowners about the risk of wildfires and brushfires and how to reduce the risk by adopting general fire safety techniques. Distribute via the Town website and when issuing burn permits.	Wildfire	Fire Department, Shelburne Control	\$	Town, Shelburne Control	Ongoing	S, I, E	<u>High</u> Medium	Ongoing from 2014 Plan. Shelburne Control provides guidance on fire safety when issuing burn permits.
Local Plans & Regulations	Seek technical assistance to develop fire protection standards, such as the National Fire Protection Association’s “Firewise” standards, for inclusion in the Town’s Subdivision Control Regulations to reduce the impact of wildfire and brushfires on the built environment.	Wildfire	Fire Department, Planning Board	\$	Town, Volunteer Time, DLTA	2024	S, I, E	<u>Medium</u> Medium	Carried over from 2014 Plan.
Local Plans & Regulations	To reduce the risk of a dam failure, Town officials and dam owners will review dam records inspection reports kept by the Office of Dam Safety, including inundation areas, to determine if any dams should be inspected or re-inspected.	Dam Failure	Emergency Management Director	\$	Town, owner of dams	2021	S, I, E	<u>High</u> Low	Carried over from 2014 Plan.

Table 4-3: 2020 Shelburne Hazard Mitigation Prioritized Action Plan

Action Type	Action Description	Hazards Addressed	Responsible Department / Board	Estimated Cost	Potential Funding Source	Estimated Timeframe	Benefits: Society (S) Infrastructure (I) Environment (E)	2014 Priority 2020 Priority	Status
Critical Facilities & Infrastructure	To mitigate the risk of dam failure in Town, inform owners of dams on private property of potential funding and technical assistance programs available through the Natural Resources Conservation Services and the Department of Fish and Game for dam repair and removal.	Dam Failure	Emergency Management Director, Select Board	\$	Town	2021	S, I, E	High Low	Carried over from 2014 Plan. Improvements were made to the Albert Davenport Dam, which was the largest concern for the Town in the 2014 plan.
Education & Awareness	Provide public education and outreach to raise awareness about invasive species, including training sessions about the Outsmart Invasive Species program. Emphasize the need for “early detection and rapid response” and teach about species just beginning to invade Shelburne or nearby communities, paying special attention to those species most likely to cause damage to agricultural crops and forest health, including forest regeneration and wildlife habitat, and aquatic systems.	Invasive Species	Conservation Commission, Open Space Committee, Franklin Land Trust, UMass Amherst	\$	MA DCR USFS	2021 and ongoing	S, I, E	N/A Medium	New Action Item.
Education & Awareness	Provide landowner education about invasive species, and assist landowners with accessing funding for invasive plant/pest control. Promote forestry Best Management Practices during timber harvests or other forest management activities (trail building/maintenance, wildlife management etc.) to prevent the establishment of opportunistic invaders.	Invasive Species	Conservation Commission, Open Space Committee, Franklin Land Trust	\$	MA DCR, NRCS	2020 and ongoing	S, I, E	N/A Medium	New Action Item.
Education & Awareness / Local Plans & Regulations	Consider participating in the Pioneer Valley Mosquito Control District. Joining the PVMCD would allow Shelburne to receive weekly monitoring of vector species and the presence of West Nile Virus and EEE via trapping, sorting, lab testing, and reporting. Such surveillance is the first line of defense against mosquito-borne illness.	Invasive Species, Extreme Temperatures	Select Board, Board of Health	\$	Town, MVP	2021	S	N/A Medium	New Action Item.
Education & Awareness	Provide public education about tick-borne diseases and mosquito-borne diseases, and ways to reduce the risk.	Invasive Species	Board of Health	\$	Town	2022	S	N/A Medium	New Action Item.
Education & Awareness	Install boot brushes and educational signage at recreational trailheads to curb the spread of invasive species.	Invasive Species	Conservation Commission, Open Space Committee, Franklin Land Trust, MA DCR	\$\$	MA DCR, NRCS	2023	S, I, E	N/A Low	New Action Item.
Local Plans & Regulations	Inventory Town land and right of ways for invasive species. Prioritize locations and species to focus on. Develop a management plan for controlling and mitigating the spread of invasive species on Town property.	Invasive Species	Highway Department, Conservation Commission, Select Board	\$	Town	2022	S, I, E	NA Low	New Action Item.
Local Plans & Regulations	Participate in tabletop exercises and trainings for hazardous material accidents and mass casualty incidents.	Manmade Hazards	Emergency Management Director, Fire, Police, Highway Departments, REPC, FRCOG	\$	MEMA WRHSAC	Annually	S, I, E	NA High	New Action Item. The REPC and FRCOG offer hazardous material trainings and exercises annually

Table 4-3: 2020 Shelburne Hazard Mitigation Prioritized Action Plan

Action Type	Action Description	Hazards Addressed	Responsible Department / Board	Estimated Cost	Potential Funding Source	Estimated Timeframe	Benefits: Society (S) Infrastructure (I) Environment (E)	2014 Priority 2020 Priority	Status
Local Plans & Regulations	Continue to participate in the Regional Emergency Planning Committee (REPC) to address procedures to deal with hazardous materials emergencies and encourage community awareness.	Manmade Hazards	Emergency Management Director, REPC, FRCOG	\$	Town	Ongoing	S, I, E	Medium Medium	Modified from 2014 Plan. The Shelburne EMD regularly participates in REPC meetings and trainings.
Critical Facilities & Infrastructure / Education & Awareness	Protect the Town's Information Technology through periodic training of staff on threat detection and avoidance, reviewing procedures with the Town's IT provider for recovery from an attack, and updating firewalls, security software, passwords, and additional procedures against cyber threats.	Manmade Hazards	Select Board, Emergency Management Director	\$	Town	Ongoing	S, I	NA Medium	New Action Item.
Local Plans & Regulations	Seek technical assistance to develop and adopt a Water Supply Protection District to preserve and maintain existing and potential groundwater and surface water resources within the town.	Manmade Hazards	Planning Board, Select Board, Conservation Commission	\$	Volunteer Time, DLTA	2022	S, E	High Low	Carried over from 2014 Plan
Critical Facilities & Infrastructure	Investigate whether to participate in the FRCOG's study for regional IT services, which could include the critical upgrading and networking of IT equipment in small municipalities, significant improvements in cybersecurity and safeguarding of networks and files, and shared costs for capital, software and support.	Manmade Hazards	Select Board, Emergency Management Director	\$	DLTA, WRHSAC	2021	S, I	NA Low	New Action Item. FRCOG is currently working with 10 towns on a regional IT service study.

Table 4-4: Shelburne Completed or Obsolete 2014 Hazard Mitigation Actions

Action Type	Action Description	Hazards Addressed	Responsible Department / Board	Estimated Cost	Potential Funding Source	Benefits: Society (S) Infrastructure (I) Environment (E)	Priority in Past Plan	Current Status
Local Plans & Regulations	To reduce the impacts of, and risk to, new development from hazards, seek technical assistance to update current zoning and subdivision regulations, paying particular attention to flooding prevention, water supply protection and preventing disruption of electrical service	Multiple Hazards	Select Board, Planning Board	Low	Town, Volunteers, FRCOG Local Technical Assistance	S, I, E	Medium	Partially Completed. Subdivision Regulations were updated in 2016 to more fully address stormwater management and erosion and sediment control; Zoning updated to include Open Space Design
Critical Facilities & Infrastructure	To mitigate the impacts to residents and businesses in Shelburne of a primary power failure, explore the feasibility of installing backup generators for public water supply wells and pump stations. Determine the size of generators that would be needed and seek funding if the project is deemed feasible.	Multiple Hazards	Shelburne Falls Fire District, Select Board	High	Shelburne Falls Fire District, USDA Rural Development	S, I	High	Complete. The Shelburne Falls Fire District received a HMP Grant to move electrical equipment out of the floodplain at the well site. The wells and pump stations are equipped with back-up generators.
Critical Facilities & Infrastructure	Develop a strategy to work with the owner of the Albert Davenport Dam to resolve maintenance and repair issues to the manmade dam, and explore options for mitigating the impact from a breach of either the manmade or beaver dam on the property.	Dam Failure	Emergency Management Director, Select Board	Medium	Town, owner of dam, NRCS, MassWildlife	S, I, E	High	Complete. Since the last plan, the owner of the Davenport dam addressed the problems with the condition of the dam.
Local Plans & Regulations	Seek technical assistance to incorporate dam safety into Subdivision Regulations. Applicants should consult Inundation Maps during their preparation of subdivision plans. The applicant should assess the risk to the potential development from the dam and supply that information along with mitigation measures to the town as part of the review process.	Dam Failure	Emergency Management Director, Planning Board, Zoning Board of Appeals	Low	Town, Volunteers, FRCOG Local Technical Assistance	S, I, E	Medium	Complete. The Subdivision Regulations were updated in 2016. Applicants must show inundation areas for high and significant hazard dams on development plans.
Local Plans & Regulations	To reduce the risk of damage to the built and natural environment, seek technical assistance to revise the Subdivision Regulations to require all new utilities be placed underground, and explore the possibility of placing existing lines underground.	Multiple Hazards	Planning Board	Low	Town, FRCOG Local Technical Assistance	S, I, E	Medium	Complete. The Subdivision Regulations were updated in 2016 and now require utilities be placed underground.
Local Plans & Regulations	To reduce the risk of damage from high winds, seek technical assistance to add “the prevention of wind-related damage” as part of the purpose of the Telecommunications By-law regulations in the Zoning Bylaws, and explore requiring onsite generators for telecommunications facilities.	Multiple Hazards	Planning Board	Low	Town, Volunteers, FRCOG Local Technical Assistance	S, I	High	Complete. The telecommunications bylaw addresses setbacks and wind-related damage. Requiring onsite generators is under the purview of the State Building Code, not local zoning.
Critical Facilities & Infrastructure	Work with the Town of Colrain and the Town of Buckland to hire an engineer to develop conceptual designs to mitigate the impact from flooding on the North River to the wellheads in Colrain, including the possibility of moving the wells.	Flooding	Select Board, Shelburne Falls Fire District, Buckland Select Board, Colrain Select Board	High	Town, FRCOG, FEMA	S, I	Medium	Obsolete. The Fire District received a HMP grant to move electrical equipment out of the floodplain. The wells are still vulnerable to flooding. See new action items re: siting a public drinking water supply source in Buckland.

Local Plans & Regulations	To mitigate flooding impacts from new development, add (1) stormwater management and (2) flood prevention and mitigation to the list of criteria evaluated by the Special Permit Granting Authority when reviewing a Special Permit application.	Flooding	Planning Board, Zoning Board of Appeals	Low	Town, Volunteers, FRCOG Local Technical Assistance	S, I, E	High	Complete. Special Permits include review of surface and groundwater runoff. See new action item re: stormwater management and erosion control.
Local Plans & Regulations	Add requirements to the Definitive Plan for a Subdivision should to identify any potential flooding impacts and include flooding mitigation measures, if appropriate.	Flooding	Planning Board	Low	Town, Volunteers, FRCOG Local Technical Assistance	S, I, E	High	Complete. The Subdivision Regulations were updated in 2016 and address flooding and stormwater runoff impacts.
Local Plans & Regulations	To mitigate flooding impacts from new development, update the Zoning Bylaws and the Subdivision Rules and Regulations to require a Stormwater Management Plan that would allow water to infiltrate on-site to the extent feasible, including strategies such as reducing the amount of impermeable surface on a site, and require drainage to be designed based on a 100-year storm.	Flooding	Planning Board	Low	Town, Volunteers, FRCOG Local Technical Assistance	S, I, E	Medium	Partially Complete. A Stormwater Management Plan is required for new subdivisions; requirements are still needed in Zoning Bylaws. See action item re: stormwater management and erosion control.
Local Plans & Regulations	Seek technical assistance to revise the Cluster Housing bylaw in the zoning bylaws to add priority resources to be protected, including resources that help mitigate flooding. Require or provide incentives to use of this type of development over conventional development in rural areas of town.	Multiple Hazards	Planning Board	Low	Town, Volunteers, FRCOG Local Technical Assistance, DCR	S, I, E	Medium	Complete. The Cluster Housing bylaw was replaced by the Open Space Development bylaw, which includes priority resources to be protected and is the preferred form of subdivision development in the rural zoning district.
Local Plans & Regulations	Seek technical assistance to amend the Subdivision Rules and Regulations to require Impact Statements for construction beyond a certain number of lots to assess the risk of landslides due to new construction and to require mitigation measures to reduce this risk.	Landslides	Planning Board	Low	Town, Volunteers, FRCOG Local Technical Assistance	S, I, E	Medium	Complete. The Subdivision Regulations now require a Development Impact Statement for projects proposing more than 10 residential lots, and for all non-residential subdivisions.
Local Plans & Regulations	Compile a list of the types, quantities and method of on-site storage of agricultural chemicals used by the farms in Shelburne. This information will assist first responders in being adequately prepared to protect human health and prevent contamination of the environment in the event of a major spill or other accidental release of hazardous materials. Update list annually.	Manmade Hazards	Emergency Management Director, Fire Department, Agricultural Commission	Low	Town, Volunteers	S, E	High	Obsolete. Farmers no longer stockpile chemicals on the farm, but instead order chemicals on an as-needed basis. The transport of chemicals is more of a concern to the Town and is addressed in the 2020 Action Plan.
Local Plans & Regulations	To reduce the risk of a manmade hazardous event, seek technical assistance to add performance standards for commercial and industrial uses to the Zoning Bylaws to regulate the storage and use of hazardous materials.	Manmade Hazards	Planning Board	Low	Volunteer Time, FRCOG DLTA	S, E	High	Complete. The Zoning Bylaws were amended to include regulations and performance standards for large-scale industrial and commercial facilities (Section 21).
Critical Facilities & Infrastructure	Seek funding to hire an engineer to determine retrofitting measures for municipal buildings and emergency shelters to better withstand the impacts from an earthquake. Prioritize projects and seek funding to implement.	Earthquakes	Building Inspector, Emergency Management Director, Select Board	Low	Town	S, I	Low	Obsolete. This is no longer a priority for the Town.

## 5: PLAN ADOPTION AND MAINTENANCE

### PLAN ADOPTION

The Franklin Regional Council of Governments (FRCOG) provided support to the Shelburne Multi-Hazard Mitigation Committee as they underwent the planning process. Town officials such as the Emergency Management Director were invaluable resources to the FRCOG and provided background and policy information and municipal documents, which were crucial to facilitating completion of the plan.

When the preliminary draft of the Shelburne Multi-Hazard Mitigation Plan was completed, copies were disseminated to the Committee for comment and approval. The Committee was comprised of representatives of Town boards and departments who bear the responsibility for implementing the action items and recommendations of the completed plan (see the list of Committee members on the front cover).

Copies of the Final Review Draft of the Multi-Hazard Mitigation Plan for the Town of Shelburne were distributed to Town boards and officials, and to surrounding towns for review. Copies were made available at the Town Hall and the library, and a copy of the plan was also posted on the Town website for public review. Once reviewed and approved by MEMA, the plan was sent to the Federal Emergency Management Agency (FEMA) for their approval. FEMA approved the plan on December 31, 2020, and on January 4, 2021, the Shelburne Board of Selectmen voted to adopt the plan.

### PLAN MAINTENANCE PROCESS

The implementation of the Shelburne Multi-Hazard Mitigation Plan will begin following its approval by MEMA and FEMA and formal adoption by the Shelburne Board of Selectmen. Specific Town departments and boards will be responsible for ensuring the development of policies, bylaw revisions, and programs as described in the Action Plan (Table 4-3). The Shelburne Multi-Hazard Mitigation Planning Committee will oversee the implementation of the plan.

#### Monitoring, Evaluating, and Updating the Plan

The measure of success of the Shelburne Multi-Hazard Mitigation Plan will be the number of identified mitigation strategies implemented. In order for the Town to become more disaster resilient and better equipped to respond to natural disasters, there must be a coordinated

effort between elected officials, appointed bodies, Town employees, regional and state agencies involved in disaster mitigation, and the general public.

### ***Implementation Schedule***

#### **Annual Meetings**

The Shelburne Multi-Hazard Mitigation Planning Committee will meet on an annual basis or as needed (i.e., following a natural or other disaster) to monitor the progress of implementation, evaluate the success or failure of implemented recommendations, and brainstorm for strategies to remove obstacles to implementation. Following these discussions, it is anticipated that the Committee may decide to reassign the roles and responsibilities for implementing mitigation strategies to different Town departments and/or revise the goals and objectives contained in the plan. At a minimum, the Committee will review and update the plan every five years. The meetings of the Committee will be organized and facilitated by the Shelburne Town Administrator and the Emergency Management Director.

#### **Bi-Annual Progress Report**

The Emergency Management Director will prepare and distribute a biannual progress report in years two and four of the plan. Members of the Local Planning Committee will be polled on any changes or revisions to the plan that may be needed, progress and accomplishments for implementation, failure to achieve progress, and any new hazards or problem areas that have been identified. Success or failure to implement recommendations will be evaluated differently depending on the nature of the individual Action Items being addressed, but will include, at a minimum, an analysis of the following: 1) whether or not the item has been addressed within the specified time frame; 2) whether actions have been taken by the designated responsible parties; 3) what funding sources were utilized; 4) whether or not the desired outcome has been achieved; and 4) identified barriers to implementation. This information will be used to prepare the bi-annual progress report which may be attached as an addendum, as needed, to the local hazard mitigation plan. The progress report will be distributed to all of the local implementation group members and other interested local stakeholders. The Emergency Management Director and the Committee will have primary responsibility for tracking progress and updating the plan.

#### **Five-Year Update Preparation**

During the fourth year after initial plan adoption, the Emergency Management Director will convene the Committee to begin preparations for an update of the plan, which will be required by the end of year five in order to maintain approved plan status with FEMA. The team will use the information from the annual meetings and the biannual progress reports to identify the needs and priorities for the plan update.

### Updated Local Hazard Mitigation Plan – Preparation and Adoption

FEMA's approval of this plan is valid for five years, by which time an updated plan must be approved by FEMA in order to maintain the town's approved plan status and its eligibility for FEMA mitigation grants. Because of the time required to secure a planning grant, prepare an updated plan, and complete the approval and adoption of an updated plan, the local Multi-Hazard Mitigation Planning Committee should begin the process by the end of Year 3. This will help the town avoid a lapse in its approved plan status and grant eligibility when the current plan expires.

The Committee may decide to undertake the update themselves, request assistance from the Franklin Regional Council of Governments, or hire another consultant. However the Committee decides to proceed, the group will need to review the current FEMA hazard mitigation plan guidelines for any changes. The updated Shelburne Multi-Hazard Mitigation Plan will be forwarded to MEMA and to FEMA for approval.

As is the case with many Franklin County towns, Shelburne's government relies on a few public servants filling many roles, upon citizen volunteers and upon limited budgets. As such, implementation of the recommendations of this plan could be a challenge to the Committee. As the Committee meets regularly to assess progress, it should strive to identify shortfalls in staffing and funding and other issues which may hinder Plan implementation. The Committee can seek technical assistance from the Franklin Regional Council of Governments to help alleviate some of the staffing shortfalls. The Committee can also seek assistance and funding from the sources listed in Table 5-1.

**Table 5-1: Potential Funding Sources for Hazard Mitigation Plan Implementation**

<b>Program</b>	<b>Type of Assistance</b>	<b>Availability</b>	<b>Managing Agency</b>	<b>Funding Source</b>
National Flood Insurance Program	Pre-disaster insurance	Rolling	DCR	Property Owner, FEMA
Community Assistance Program	State funds to provide assistance to communities in complying with NFIP requirements	Annually	DCR	FEMA/NFIP
Community Rating System (Part of the NFIP)	Flood insurance discounts	Rolling	DCR	Property Owner
Flood Mitigation Assistance (FMA) Program	Cost share grants for pre-disaster planning & projects	Annual	MEMA	75% FEMA/ 25% non-federal
Hazard Mitigation Grant Program (HMGP)	Post-disaster cost-share Grants	Post Disaster	MEMA	75% FEMA/ 25% non-federal
Pre-Disaster Mitigation (PDM) Program	National, competitive grant program for projects & planning	Annual	MEMA	75% FEMA/ 25% non-federal
Small Business Administration Disaster Loans	Post- disaster loans to qualified applicants	Ongoing	MEMA	Small Business Administration
Public Assistance Program	Post-disaster aid to state and local governments	Post Disaster	MEMA	FEMA/ plus a non-federal share
Dam & Seawall Repair & Removal Program	Grant and loan funds for design, permitting, and construction of repair or removal of dams	Annual	EEA	Dam and Seawall Repair or Removal Fund
Emergency Management Performance Grant (EMPG)	Funding to assist local emergency management departments in building and maintaining an all-hazards emergency preparedness system, including planning; organizational support; equipment; training; and exercises	When funds are available	MEMA	
Volunteer Fire Assistance (VFA) Program	Grants and materials to towns with less than 10,000 population for technical, financial and other assistance for forest fire related purposes, including training, Class A foam, personal protective gear, forestry tools, and other fire suppression equipment	Annual	DCR	USDA Forest Service
Federal 604b Water Quality Management Planning Grant	Funding for assessment and planning that identifies water quality problems and provides preliminary designs for Best Management Practices to address the problems	Annual	MA DEP	EPA Clean Water Act

**Table 5-1: Potential Funding Sources for Hazard Mitigation Plan Implementation**

<b>Program</b>	<b>Type of Assistance</b>	<b>Availability</b>	<b>Managing Agency</b>	<b>Funding Source</b>
Section 319 Nonpoint Source Competitive Grant Program	Provides grants for wide variety of activities related to non-point source pollution runoff mitigation	Annual	MassDEP	EPA
Economic Development Administration Grants and Investment	Provides grants for community construction projects, which can include mitigation activities	Rolling	FRCOG	U.S. Department of Commerce, EDA
Emergency Watershed Protection	A disaster recovery program made available in emergency situations when neither the state nor the local community is able to repair a damaged watershed	Post-Disaster	NRCS MA	USDA NRCS
Agricultural Management Assistance	Funding for producers to develop or improve sources of irrigation water supply, construct new or reorganize irrigation delivery systems on existing cropland to mitigate the risk of drought	Rolling	NRCS MA	USDA NRCS
Conservation Stewardship Program	Agricultural producers and forest landowners earn payments for actively managing, maintaining, and expanding conservation activities – like cover crops, rotational grazing, ecologically-based pest management, buffer strips, and pollinator and beneficial insect habitat – while maintaining active agricultural production	Rolling	NRCS MA	USDA NRCS
Environmental Quality Incentives Program (EQIP)	Provides technical and financial assistance to forestry & agricultural producers to plan and install conservation practices that address natural resource concerns including water quality degradation, water conservation, reducing greenhouse gases, improving wildlife habitat, controlling invasive plant species, and on-farm energy conservation and efficiency.	Rolling	NRCS MA	USDA NRCS
Agricultural Lands Conservation Program (ACEP)	Provides financial and technical assistance to help conserve agricultural lands and wetlands.	Rolling	NRCS MA	USDA NRCS
Forest Stewardship Program	Supports private landowners and municipalities to manage woodlands for timber, soil and water quality, wildlife and fish habitat, and recreation	Rolling	DCR / MA Woodlands Institute	USDA Forest Service

**Table 5-1: Potential Funding Sources for Hazard Mitigation Plan Implementation**

<b>Program</b>	<b>Type of Assistance</b>	<b>Availability</b>	<b>Managing Agency</b>	<b>Funding Source</b>
Community Forest Stewardship Implementation Grants for Municipalities	Municipalities that manage a town forest or have water supply land currently enrolled in the Forest Stewardship Program apply for 75-25 matching reimbursement grants to implement their forest stewardship plan	Rolling as funding permits	DCR	USDA Forest Service
USDA Community Facilities Direct Loan & Grant	Provides grants and loans for infrastructure and public safety development and enhancement in rural areas	Annual	USDA Rural Development MA	USDA Rural Development
Transportation Improvement Program	Prioritized, multi-year listing of transportation projects in a region that are to receive Federal funding for implementation. Projects are limited to certain roadways and are constrained by available funding for each fiscal year. Any transportation project in Franklin County that is to receive federal funding must be listed on the TIP.	Rolling	Franklin County Transportation Planning Organization / FRCOG	80% Federal / 20% State
Chapter 90 Program	Funds maintaining, repairing, improving and constructing town and county ways and bridges which qualify under the State Aid Highway Guidelines	Annual	Mass DOT	State Transportation Bond
Culvert Replacement Municipal Assistance Grant	Funds replacement of undersized, perched, and/or degraded culverts located in an area of high ecological value with better designed crossings that meet improved structural and environmental design standards and flood resiliency criteria	Annual	MA Division of Ecological Restoration	State Appropriation
MassWorks Infrastructure Program	Funds for public infrastructure such as roadways, streetscapes, water, and sewer	Annual	EOHED	State Appropriation
Municipal Small Bridge Program	5 year program (FY17 – FY21) to assist cities and towns with replacing or preserving bridges with spans between 10' and 20'	Bi-Annual	MassDOT	State Appropriation
Municipal Vulnerability Preparedness (MVP) Planning and Action Grant Programs	Funding to support cities and towns to begin the process of planning for climate change resiliency and implement priority projects; projects proposing nature-based solutions that rely on green infrastructure or conservation and enhancement of natural systems to improve community resilience are given priority for implementation funding through the MVP Action Grant	Annual	EEA	State Appropriation

**Table 5-1: Potential Funding Sources for Hazard Mitigation Plan Implementation**

Program	Type of Assistance	Availability	Managing Agency	Funding Source
Land and Water Conservation Fund Grant Program	Funding for municipalities for the acquisition of parkland, development of a new park, renovation of an existing park, development of trails in an existing conservation or recreation area, or the acquisition of conservation land	Annual	EEA	National Park Service
Drinking Water Supply Protection Grant	Provides financial assistance to public water systems and municipal water departments for the purchase of land in existing Department of Environmental Protection (DEP)-approved drinking water supply protection areas, or land in estimated protection areas of identified and planned future water supply wells or intakes	Annual	EEA	EEA
Landscape Partnership Grant	Funding for large-scale (min. 500 acres), joint conservation projects completed in partnership with federal, state, and local governments, and non-profits	Annual	EEA	EEA
Conservation Partnership Grant	Funds acquisition of conservation or recreation land by non-profit entities	Annual	EEA	EEA
LAND – Local Acquisitions for Natural Diversity	Funding for municipal conservation and agricultural commissions to acquire interests in land that will be used for conservation and passive recreation purposes	Annual	EEA	EEA
PARC - Parkland Acquisitions and Renovations for Communities	Funding for municipalities to acquire parkland, build a new park, or to renovate an existing park	Annual	EEA	EEA
<p><b>Table Acronym Key:</b> DCR = MA Department of Conservation &amp; Recreation; FEMA = Federal Emergency Management Agency; MEMA = MA Emergency Management Agency; EEA = MA Executive Office of Energy &amp; Environmental Affairs; USDA = U.S. Department of Agriculture; NRCS = Natural Resource Conservation Service; EDA = U.S. Economic Development Administration; EPA = U.S. Environmental Protection Agency; FRCOG = Franklin Regional Council of Governments; MassDOT = MA Department of Transportation; EOHEd = MA Executive Office of Housing &amp; Economic Development</p>				

## **Incorporating the Plan into Existing Planning Mechanisms**

### 2014 Multi-Hazard Mitigation Plan

The Town of Shelburne has taken steps to implement findings from the 2014 Multi-Hazard Mitigation Plan into the following policy, programmatic areas and plans: the 2014 Shelburne Open Space & Recreation Plan (OSRP); the Regional Shelter Plan; and revisions to the zoning and subdivision regulations. The OSRP incorporates flood mitigation and stormwater management recommendations from the 2014 plan. Since 2014, the Planning Board completed an overhaul to the Shelburne subdivision regulations and amendments to the Shelburne zoning bylaw that included adoption of an open space conservation bylaw, Low Impact Development (LID) site planning and stormwater management techniques, as well as other recommendations from the 2014 plan to mitigate impacts from new development on natural hazards and vice versa. Since 2014, the Regional Shelter Plan has been put into practice through trainings and exercises at the Mohawk Trail Regional School.

### 2020 Multi-Hazard Mitigation Plan

Upon approval of the Shelburne Multi-Hazard Mitigation Plan by FEMA, the Committee will provide all interested parties and implementing departments with a copy of the plan, with emphasis on Table 4-3: 2020 Shelburne Hazard Mitigation Prioritized Action Plan. The Committee should also consider initiating a discussion with each department on how the plan can be integrated into that department's ongoing work. At a minimum, the plan should be distributed to and reviewed with the following entities:

- Fire Department
- Emergency Management Director
- Police Department
- Public Works / Highway Department
- Planning Board
- Zoning Board of Appeals
- Conservation Commission
- Franklin County Regional Emergency Planning Committee
- Building Inspector/FCCIP
- Select Board
- Shelburne Falls Fire District

Some possible planning mechanisms for incorporating the Shelburne Multi-Hazard Mitigation Plan into existing planning mechanisms to the fullest extent possible could include:

- Incorporation of relevant Hazard Mitigation and climate change information into the Open Space and Recreation Plan. There are opportunities to discuss findings of the hazard mitigation plan and incorporate them into the Environmental Inventory and Analysis section of the OSRP and to include appropriate action items from the hazard mitigation plan in the OSRP Action Plan.
- Any future development of master plans and scenic byway plans could incorporate relevant material from this plan into sections such as the Natural Resources section and any action plans.
- When the Final Draft Multi-Hazard Mitigation Plan for the Town of Shelburne is distributed to the Town boards for their review, a letter asking each board to endorse any action item that lists that board as a responsible party would help to encourage completion of action items.
- The Planning Board could include discussions of the Multi-Hazard Mitigation Plan Action Items in one meeting annually and assess progress. Current Subdivision Rules and Regulations and Zoning Bylaws should be reviewed and revised by the EMD, Planning Board and Select Board based upon the recommendations of this plan. Technical assistance from the FRCOG may be available to assist in the modification of Shelburne's current Bylaws.

### **Continued Public Involvement**

The Town of Shelburne is dedicated to continued public involvement in the hazard mitigation planning and review process. During all phases of plan maintenance, the public will have the opportunity to provide feedback. The 2020 Plan will be maintained and available for review on the Town website through 2025. Individuals will have an opportunity to submit comments for the Plan update at any time. Any public meetings of the Committee will be publicized. This will provide the public an opportunity to express their concerns, opinions, or ideas about any updates/changes that are proposed to the Plan.

# Appendix A: Public Participation Process

# MEETING AGENDA

## TOWN OF SHELBURNE

### MULTI-HAZARD MITIGATION PLAN UPDATE PROJECT

Project Facilitator: Franklin Regional Council of Governments

Shelburne Town Hall  
51 Bridge Street  
Shelburne, MA

**Wednesday, March 27, 2019**  
**3:00 – 4:30 p.m.**

1. Introductions
2. Overview of Project and Timeline
3. Overview of Hazards and Climate Change Stressors
4. Discussion of Hazard Events Impacting Shelburne since the 2014 Plan
  - a. Review of Draft Critical Facilities & Infrastructure Map
  - b. Review of Environmental Resources Map
5. Plan for First Public Meeting
6. Schedule Next Committee Meeting

#### Town of Shelburne Multi-Hazard Mitigation Plan Update Meeting

March 27, 2019, 3:00 pm  
Town of Shelburne Town Hall

SIGN IN PLEASE

Name	Affiliation	Email
<i>ANDREW KONTAKIS</i>	<i>SUCCESSOR ROLL</i>	<i>aland@shelburne.ma.gov</i>
<i>CHRIS METERS</i>	<i>SHELBURNE, EMD</i>	<i>cmeters@shelburne.ma.gov</i>
<i>Wanda Wolf</i>	<i>Shelburne Senior Center</i>	<i>wolf@shelburne.net</i>
<i>Mark F. Shipp</i>	<i>Shelburne Hwy Dept</i>	<i>mshipp@townofshelburne.ma.gov</i>
<i>Herb Guyette</i>	<i>Buckland EMD Fire Chief</i>	<i>hguyette@shelburnefire.org</i>
<i>Rebekah McDermaid</i>	<i>Shel-Falls Fire District</i>	<i>rmcdermaid@shelburne.net</i>
<i>Cynthia Boettner</i>	<i>Resident of Shelburne (former Open Space Committee member, Invasive Plant background w/ USFWS)</i>	<i>cynthia.boettner@shelburne.net</i>
<i>TIM BUDREWICZ</i>	<i>SHELBURNE PD</i>	<i>tbudrewicz@shelburne.net</i>
<i>JOHN TAYLOR</i>	<i>SHELBURNE F.D.</i>	<i>chief@shelburnefire.org</i>
<i>John Wheeler</i>	<i>Shelburne Plan. Bd.</i>	<i>johnwheeler@shelburne.net</i>
<i>Chris Macourek</i>	<i>Shelburne Police</i>	<i>cmacourek@townofshelburne.net</i>
<i>Alyssa Larose</i>	<i>FRLOG</i>	<i>alrose@frlog.org</i>
<i>Helena Farwell</i>	<i>FRLOG</i>	<i>hfarwell@frlog.org</i>

**MEETING AGENDA  
TOWN OF SHELBURNE  
MULTI-HAZARD MITIGATION PLAN UPDATE PROJECT**  
Project Facilitator: Franklin Regional Council of Governments

Shelburne Town Hall  
51 Bridge Street  
Shelburne, MA  
**Wednesday, April 24, 2019**  
**3:00 – 4:30 p.m.**

1. Introductions
2. Review of Hazards and Climate Change Stressors
3. Completion of Hazard Risk Analysis
4. Identify Priority Hazards
5. Schedule Next Committee Meeting

**Town of Shelburne  
Multi-Hazard Mitigation Plan Update Meeting**

*April 24*  
~~March 27~~, 2019, 3:00 pm  
Town of Shelburne Town Hall

**SIGN IN PLEASE**

Name	Affiliation	Email
<i>DEBORAH COUTERM</i>	<i>SHELBURNE BOHEMIA</i>	<i>alanddecoute@gmail.com</i>
<i>CHRIS MYERS</i>	<i>EMERGENCY MGT DIRECTOR</i>	<i>cmyers@postmail.com</i>
<i>Whit Sanford</i>	<i>GSFABA</i>	<i>wtminer@cracker.com</i>
<i>John Taylor</i>	<i>Shelburne Fire Dept</i>	<i>chief@shelburnefirema.org</i>
<i>KURT WILKINS</i>	<i>SHELBURNE POLICE</i>	<i>kwilkins@townofshelburnema.gov</i>
<i>GREG BARDWELL</i>	<i>SHELBURNE POLICE</i>	<i>GBardwell@TownofShelburneMA.gov</i>
<i>Mark Skippes</i>	<i>Shelburne High Supt</i>	<i>Highsup@townofshelburnema.gov</i>
<i>Alyssa Laise</i>	<i>FRCOG</i>	<i>alaise@frcog.org</i>
<i>Helena Farrell</i>	<i>FRCOG</i>	<i>hfarrell@frcog.org</i>

**MEETING AGENDA  
TOWN OF SHELBURNE  
MULTI-HAZARD MITIGATION PLAN UPDATE PROJECT**

Project Facilitator: Franklin Regional Council of Governments

Shelburne Town Hall  
51 Bridge Street  
Shelburne, MA

**Wednesday, June 5, 2019  
3:00 – 4:30 p.m.**

1. Introductions
2. Review Results of the Hazard Identification and Risk Analysis
3. Review of First Draft of Section 2: Local Profile and Planning Context
4. Review of First Draft of Section 3: Hazard Identification and Risk Assessment
5. Schedule Next Committee Meeting

**Town of Shelburne  
Multi-Hazard Mitigation Plan Update Meeting**

*June 5, 2019, 3:00 pm  
Town of Shelburne Town Hall*

**SIGN IN PLEASE**

Name	Affiliation	Email
Helena Farrell	FRCOG	hfarrell@frcog.org
Penny Spearance	Sr. Ctr.	spearancep@the-spa.com
Whit Sanford	GSEABA	wtminer@crocker.com
Donna Liebl	Sr Center	liebl67@comcast.net
CHRIS MYERS	EMERGENCY MANAGEMENT DIR	caomyers@protonmail.com
Mark F. Shipp	High Sgt.	hshipp@TownofShelburneMA.gov
GRISLE BARDWELL	POLICE DEPARTMENT	gbardwell@TownofShelburneMA.gov
Alyssa Larose	FRCOG	a.larose@frcog.org

# MEETING AGENDA TOWN OF SHELBURNE MULTI-HAZARD MITIGATION PLAN UPDATE PROJECT

Project Facilitator: Franklin Regional Council of Governments

Shelburne Town Hall  
51 Bridge Street  
Shelburne, MA

**Wednesday, July 24, 2019**  
**3:00 – 4:30 p.m.**

1. Introductions
2. Review Second Draft of Section 2: Local Profile and Planning Context
3. Review Second Draft of Section 3: Hazard Identification and Risk Assessment
4. Review First Draft of Section 4: Mitigation Capabilities and Strategies
5. Schedule Next Committee Meeting

## Town of Shelburne Multi-Hazard Mitigation Plan Update Meeting

July 24, 2019, 3:00 pm  
Town of Shelburne Town Hall

### SIGN IN PLEASE

Name	Affiliation	Email
CHRIS MYERS	SHELBURNE, EMU	comyos@outlook.com
Herb Guyette	SFFD	hguyette@shelburne.ma.gov
GREG BARDWELL	SHELBURNE PD	GBardwell@townofshelburne.ma.gov
TIM BUDREWICZ	SHELBURNE PD	TBudrewicz@townofshelburne.ma.gov
Whit Sanford	GSFABA	wtminer@csccor.com
Mark Shippee	Shelburne Hwy	highway@townofshelburne.ma.gov
John Taylor	Shelburne F.D.	chief@shelburnefirema.org
Penny Spearance	Shelburne COA	spearancep@the-spa.com
Donna Liedl	Buckland, MA	liedlb7@comcast.net
Jessiah Courtenay	Shelburne EMG	alanddabeout@gmail.com
Helena Farrell	FRCOG	
Alyssa LaRose	FRCOG	

**MEETING AGENDA  
TOWN OF SHELBURNE  
MULTI-HAZARD MITIGATION PLAN UPDATE PROJECT**  
Project Facilitator: Franklin Regional Council of Governments

Shelburne Town Hall  
51 Bridge Street  
Shelburne, MA  
**Wednesday, October 2, 2019**  
**3:00 – 4:30 p.m.**

1. Introductions
2. Review of Revisions to Section 3: Hazard Identification and Risk Assessment
3. Review First Draft of Section 4: Mitigation Capabilities and Strategies
4. Schedule Next Committee Meeting

**Town of Shelburne  
Multi-Hazard Mitigation Plan Update Meeting**

October 2, 2019, 3:00 pm  
Town of Shelburne Town Hall

**SIGN IN PLEASE**

Name	Affiliation	Email
Ernie Kelley	Former (Shelburne Ag Commissioner)	Kelley.janet@gmail.com
Cynthia Boettner	None - (retired from USFWS where I specialized in invasive plant species)	cynthia.boettner1@gmail.com
Penny Spearance	Shelburne Council on Aging	pspearance@the-spa.com
Donna Lied	Buckland COA	liehd11@comcast.net
CHRIS MYERS	SHELBURNE EMD	cm Myers@protonmail.com
Xander Sykes	FRIOG	asylux.h@firog.org
Helena Farrell	FRIOG	H-farrell@firog.org
DEBORAH V. COUENHO	SHELBURNE EMD - ASSIST	alanddebeout@gmail.com
Matthew Marchese	Board of Selectmen, Shelburne	mmarchese@nrc.wa
Mark J. Shippee	Hwy. Supt. Shelburne	kipshy@townofshelburne.gov

**MEETING AGENDA  
TOWN OF SHELburnE  
MULTI-HAZARD MITIGATION PLAN UPDATE PROJECT**

Project Facilitator: Franklin Regional Council of Governments

Shelburne Town Hall  
51 Bridge Street  
Shelburne, MA

**Wednesday, January 22, 2020  
3:00 – 4:30 p.m.**

1. Introductions
2. Review of Final Revisions to Section 3: Hazard Identification and Risk Assessment
3. Review Second Draft of Section 4: Mitigation Capabilities and Strategies
4. Schedule Public Forum

**Town of Shelburne  
Multi-Hazard Mitigation Plan Update Meeting**

January 22, 2020, 3:00 pm  
Town of Shelburne Town Hall

**SIGN IN PLEASE**

Name	Affiliation	Email
Penelope Spearance	COA	spearancep@the-spa.com
Corse Barozell	POLICE DEPARTMENT	cborzel@townofshelburne.ma.gov
John Wheeler	Planning Board	Planning@TownofShelburne.gov
CHRIS MYERS	EMERGENCY MANAGEMENT	cmyers@frcof.com
Dorothy Curcio	"	danddebcuito@maesi.com
Mark Shippee	Highway	highway@townofshelburne.ma.gov
Alyssa Larose	FRCOG	alarose@frcof.org
Alexander Sylvain	FRCOG	asylvain@frcof.org

# Shelburne Hazard Mitigation Risk Assessment Workshop

The Town of Shelburne is updating its Hazard Mitigation Plan and invites Town officials and stakeholders to join this workshop to discuss:

- ✓ The natural hazards impacting Shelburne and how climate change is interacting with these hazards
- ✓ Assess Shelburne's vulnerability and risk to different natural hazards
- ✓ Prioritize Shelburne's top hazards for focusing mitigation efforts



**WE NEED YOUR INPUT!**

**Wednesday, April 24, 3:00 to 4:30 p.m.**

**Shelburne Town Hall**

**Contact Shelburne Emergency Management Director**

**Chris Myers for more information:**

**413-625-0344 or [camyers@protonmail.com](mailto:camyers@protonmail.com)**

## Town of Shelburne

### Multi-Hazard Mitigation Plan Update Underway

*Next Meeting Wednesday, April 24, at 3 p.m.*

The Shelburne Multi-Hazard Mitigation Plan Committee is currently updating the Multi-Hazard Mitigation Plan for Shelburne, in partnership with the Franklin Regional Council of Governments (FRCOG) Planning Department. Once the updated Plan is approved by FEMA and adopted by the Town, the Town will be eligible for state and Federal grant monies to fund pre- and post-disaster mitigation projects. Town officials and interested community members are invited to the next Multi-Hazard Mitigation Plan Committee meeting on **Wednesday, April 24, from 3:00 – 4:30 p.m.** at the Shelburne Town Hall to learn more about hazards impacting Shelburne and to complete a hazard risk assessment for the plan.

The purpose of this Multi-Hazard Mitigation Plan update is to identify natural and other hazards that may impact the community; conduct a risk assessment to identify infrastructure at the highest risk for being damaged by hazards; inventory and assess current Town hazard mitigation policies, programs, and regulations; and identify action steps to prevent damage to property and loss of life.

The Shelburne Multi-Hazard Mitigation Plan Committee will meet several times to compile new and updated information for the Plan. All meetings of the Committee are open to the public; meeting notices and agendas can be found at the Shelburne Town Hall located at 51 Bridge Street, Shelburne, MA 01370 or on the Town's website <https://www.townofshelburne.com/>

To find out more about this project and how you can become involved, please contact Chris Myers, Shelburne Emergency Management Director, at (413) 625-0344 or [camyers@protonmail.com](mailto:camyers@protonmail.com)

# TOWN OF SHELBURNE HAZARD MITIGATION PLAN VIRTUAL PUBLIC FORUM

The Town of Shelburne is updating its Hazard Mitigation Plan and invites Town officials, stakeholders, and the community to learn about Shelburne's top priority actions to address natural hazards and the impacts of a changing climate.



## WE NEED YOUR INPUT!

Monday, September 14, 2020

(part of the Shelburne Selectboard meeting)

5:45 p.m.

Find the meeting agenda, link to the meeting, and draft plan on the Town website at <https://www.townofshelburne.com/>

For more information contact Alyssa Larose, Senior Planner, Franklin Regional Council of Governments, at [alarose@frcog.org](mailto:alarose@frcog.org) or 413-774-3167 x127

### Public Forum on Shelburne Multi-Hazard Mitigation Plan

Shelburne's emergency management, public works and public safety officials and representatives from Town boards and committees, with assistance from the Franklin Regional Council of Governments, have updated the Town's Local Multi-Hazard Mitigation Plan. The Plan is used to identify threats and risks to the community created by natural hazards and exacerbated by climate change, such as flooding, wind, extreme winter weather, drought, and invasive species. Included in the Plan are action items and long-term strategies to reduce the impacts of disasters on people, property, infrastructure, and the environment.

There will be a public forum during the next Selectboard meeting to review and accept comments on the Plan on Monday, September 14, at 5:45 PM. The forum will be held virtually via zoom. All are welcome to attend. For more information including a web link to the meeting, please see the meeting agenda posted on the Town of Shelburne website at <https://www.townofshelburne.com/>.

## SHELBURNE HAZARD MITIGATION PLAN UPDATE PUBLIC FORUM



### Multi-Hazard Mitigation Plan

- The purpose of hazard mitigation is to reduce potential losses from future disasters.
- Mitigation plans identify the natural hazards that impact communities, identify actions to reduce losses from those hazards, and establish a coordinated process to implement the plan.

### Shelburne Multi-Hazard Mitigation Plan 2014

- Inventoried *historic* hazard events – frequency, magnitude and damages
- Vulnerability assessment for flooding was prepared based on damages from *past* events and location in 100 year floodplain
- Prioritized all hazards and included action items for each hazard

### Massachusetts' Changing Climate

#### • Changing weather

- Higher temperatures
- Shorter winters
- More frequent & intense storms
- Droughts

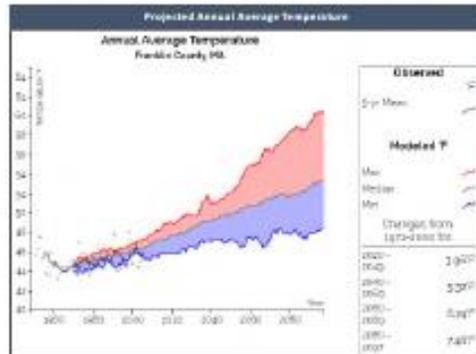
#### • Amplifies existing risks

- Community and regional infrastructure
- Local and regional economies
- Public health
- Natural resources and our environment

Goal for Building  
Resilience to a  
Changing Climate:

Protect life,  
property, natural  
resources and the  
economy

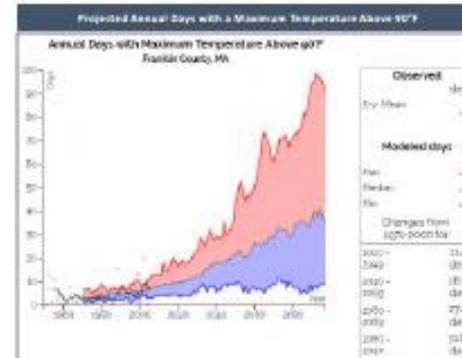
## Higher Temperatures



The average annual temperature is projected to increase from 45.3°F to 50.6°F (5.32°F change) by mid-century, and to 52.8°F (7.48°F change) by the end of this century

Source: Resilient MA, 2018

## Extreme Temperatures



- Projected to increase by 18 days by the 2050s, and by 32 days by the end of the century for a total of 36 days over 90°F
- 1971 to 2000 average of 4 days per year

Source: Resilient MA, 2018

## Changes in Precipitation



### Observed Increase in Heavy Precipitation



- Total annual precipitation is projected to increase by 3 inches by mid-century, and by 4 inches by the end of this century
- Less snow / more rain in winter
- Heavier precipitation events overall

Source: Resilient MA, 2018

## Extreme Weather Events

- Tropical storms
- Tornadoes
- Thunderstorms
- Snow storms
- Drought

The frequency, intensity, duration and geographic extent of these extreme storms is likely to increase.



### Recent Severe Storms 2019 Microburst

**Microburst wreaks havoc in Deerfield, Montague -**  
The Recorder 2/12/2019  
Montague and Deerfield took heavy damage from Tuesday afternoon's storm, with Eversource reporting about 800 power outages from downed trees and utility poles between the two towns. In addition, the storm damaged crops and greenhouses.



### Recent Severe Storms 2008 Ice Storm



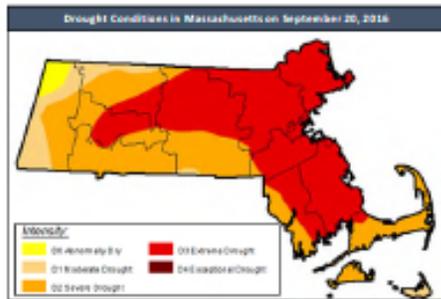
### Recent Severe Storms 2017 Conway Tornado



### Recent Severe Storms 2011 Tropical Storm Irene



## Recent Severe Storms 2016 Drought



## 2020 Hazard Identification & Risk Analysis

### Identify Past, Current and Future Hazards

### Determine Top Priority Hazards

- Which hazards pose the greatest threat to the town currently and in the future?

### Consider Impacts to Critical Facilities and Infrastructure:

- Roads and bridges
- Power grid
- Drinking Water
- Wastewater Treatment
- Communications
- Housing
- Emergency Shelters / Town Buildings
- Schools
- Access to Hospitals / Medical Facilities
- Farms / Agriculture

## Vulnerable Populations in Shelburne

Vulnerable Population Category	Number	Percent of Total Population (1,935)
Population Age 65 Years and Over	482	25%
Population with a Disability	340	18%
Population who Speak English Less than "Very Well"	32	2%
Vulnerable Household Category	Number	Percent of Total Households (881)
Low Income Households (annual income less than \$35,000)	246	28%
Householder Age 65 Years and Over Living Alone	137	16%
Households Without Access to a Vehicle	65	7%
Home Built Prior to 1975	749	76%
Living in a Mobile Home	6	<1%

Note: Individuals and households may be counted under multiple categories.  
Source: U.S. Census American Community Survey 2013-2017 Five-Year Estimates.

Shelburne Hazard Identification and Risk Analysis				
Type of Hazard	Location of Occurrence	Probability of Future Events	Impact	Overall Hazard Vulnerability Rating
Severe Winter Storms	Large	Very High	Limited	High
Hurricanes / Tropical Storms	Large	Moderate	Catastrophic	High
Severe Thunderstorms / Wind / Microbursts	Large	Very High	Limited	High
Extreme Temperatures	Large	Very High	Limited	High
Invasive Species	Large	Very High	Minor	Medium
Flooding	Medium	Very High	Limited	Medium
Dam Failure	Medium	Very Low	Catastrophic	Medium
Earthquakes	Large	Very Low	Limited	Medium
Drought	Large	High	Minor	Medium
Wildfires	Medium	High	Minor	Medium
Tornadoes	Noted	Very Low	Catastrophic*	Low
Landslides	Noted	Low	Limited	Low

### 2020 Key Hazard Problem Statements

- Shelburne's **emergency shelter** at the Mohawk Trail Regional School in Buckland is located in the dam inundation area and on the other side of the Deerfield River from Shelburne.
- Shelburne's **reliance on Route 2** as the major transportation and evacuation route in town places residents and emergency responders at risk if the road is impacted by a hazard.
- Heavy precipitation exacerbates **flooding issues at road/stream crossings** and increases landslide potential; chronic problem areas include Hinsdale Brook along Brook Road and Dragon Brook.
- The **Iron Bridge and the Bridge of Flowers** over the Deerfield River, including the **water and sewer mains** located on the bridges, are vulnerable to flooding.
- A failure of one of the **High Hazard dams** on the Deerfield River would result in catastrophic flooding in the village of Shelburne Falls. A public notification plan is needed for a High Hazard dam failure event. Elderly and disabled residents and students would need assistance evacuating.
- The Shelburne Town Hall lacks **redundancy and digital backup for public records**. Some, but not all, records are backed up.
- **Emergency communication infrastructure** in several areas of town are susceptible to hazards, including the radio tower on Cooper Lane, the stone tower on Tower Road, and the radio complex on Old Albany Road.
- Shelburne's forests make up approximately 72% of the town and are vulnerable to **drought**, which could also increase the risk to other hazards including **wildfire and pests**.
- **Cyber-attacks** on local government is a growing threat. Keeping up with current best practices in cyber security can be challenging for a small community like Shelburne.

### Actions Accomplished since the 2014 Plan

- Subdivision Regulations were updated in 2016 to more fully address stormwater management and erosion and sediment control, require dam inundation areas be shown on development plans, and require new utilities to be placed underground.
- The Zoning Bylaw was updated to include Open Space Design, which includes priority resources to be protected and is the preferred form of subdivision development in the rural zoning district.
- The Zoning Bylaws were amended to include regulations and performance standards for large-scale industrial and commercial facilities, which address the storage and use of hazardous materials
- The Shelburne Falls Fire District received a HMP Grant to move electrical equipment out of the floodplain at the well site.
- The owner of the Davenport dam addressed the problems with the condition of the dam.

### 2020 High Priority Action Items

Action Type	Action Description	Hazards Addressed
Critical Facilities & Infrastructure	To reduce the risk of losing information due to a disaster, develop a standardized system for backing up important town records.	All Hazards
Critical Facilities & Infrastructure	Prioritize buildings and incorporate into capital planning the completion of electrical work at Town buildings for use with the mobile back-up generators.	All Hazards
Local Plans & Regulations / Education & Awareness	Participate in emergency exercises and planning related to flooding and dam failure on the Deerfield River. Update communications and evacuation plans in coordination with surrounding communities. Establish a plan for notifying residents within the inundation area of evacuation procedures to follow.	Flooding, Dam Failure
Local Plans & Regulations / Education & Awareness	Formalize agreements for use of the Senior Center, and potentially other buildings, as a warming and cooling center, and establish notification procedures for informing the public when centers are in operation.	Extreme Temperatures
Local Plans & Regulations	Participate in tabletop exercises and trainings for hazardous material accidents and mass casualty incidents.	Manmade Hazards

### 2020 Medium Priority Action Items

Action Type	Action Description	Hazards Addressed
Critical Facilities & Infrastructure	Assess and identify an alternative emergency shelter location in Shelburne in the event the Mohawk Trail Regional School cannot be accessed by Shelburne residents. Establish a plan for setting up and operating the alternative shelter.	All Hazards
Critical Facilities & Infrastructure / Nature-Based Solutions	Hire a consultant to conduct a geomorphic engineering assessment of the Hinsdale Brook to determine possible bank stabilization measures to mitigate damages to the environment and nearby infrastructure. Seek funding to implement recommended measures.	Flooding, Landslides
Critical Facilities & Infrastructure / Nature-Based Solutions	Hire a consultant to explore options for mitigating flooding at Bardwell's Ferry Road and Allen Road, including implementing an upstream flood mitigation project to keep water within the channel and floodplain. Seek funding to implement feasible options.	Flooding
Education & Awareness	Once new FEMA floodplain maps are available for Shelburne, conduct public outreach about the floodplain and the National Flood Insurance Program (NFIP).	Flooding
Education & Awareness	Provide public education and outreach to raise awareness about invasive species, including training sessions about the Outsmart Invasive Species program.	Invasive Species
Education & Awareness / Local Plans & Regulations	Consider participating in the Pioneer Valley Mosquito Control District, joining the PVMCD would allow Shelburne to receive weekly monitoring of vector species and the presence of West Nile Virus and EEE via trapping, sorting, lab testing, and reporting.	Invasive Species, Extreme Temperatures
Critical Facilities & Infrastructure / Education & Awareness	Protect the Town's information technology through periodic training of staff on threat detection and avoidance, reviewing procedures with the Town's IT provider for recovery from an attack, and updating firewalls, security software, passwords, and additional procedures against cyber threats.	Manmade Hazards

## Next Steps

- Identify any actions that are missing
- Provide comments on the plan by September 30, 2020 – available on the Shelburne website at
- Comments may be submitted to Alyssa Larose, FRCOG Senior Planner, at [alarose@frcog.org](mailto:alarose@frcog.org) or 413-774-3167 x127

THANK YOU!

Dear Chris,

Thank you for sending the latest draft of the updated Shelburne Hazard Mitigation Plan. Everything looks good for the water supply part except the following sentences at the end of the paragraph on page 14:

Page 14 - "However, the town of Colrain is not willing to utilize their town funding to protect land around the Shelburne Falls Fire District wellheads. The onus is, therefore, on the Fire District to protect this resource. The Fire District has already acquired some land around the water supplies in Colrain. However, this is an expensive and time-consuming strategy."

The SFFD is presently working with the Colrain Planning Board to identify and protect the recharge area for the wells located near the North River on Call Road utilizing Wellhead Protection Zoning. The Colrain Planning Board is also exploring implementing protections for all the water sources that serve the residents of Colrain including the Colrain and Griswoldville Water Districts. The process was started in 2019 and is ongoing. The SFFD owns all of its Zone I (a 400 ft. radius around Well 02G), except for a small portion across the North River on the west bank that is planted with popcorn and is owned by the Hager family (there is a great article in the recorder about the popcorn. It's the only brand I eat!). The SFFD considers this crop field to be a low hazard as it is organically grown and harvested. As far as purchasing the Zone I, the SFFD feels that as long as the field is not chemically treated with herbicides or pesticides it is a compatible use for the land.

Please change that paragraph to better reflect the current collaborative work we are doing with the Town of Colrain. The SFFD does not expect Colrain to utilize any town funding to protect land around the SFFD's wells, but we are continuing to create a collaborative partnership with the Town to protect all the water supplies that serve its residents.

Thank you and keep up the good work on this important project.

Best regards,

Rebekah McDermott - Superintendent  
Shelburne Falls Fire District Water Department  
121 State Street  
Shelburne Falls, MA 01370  
413 625-6392

**From:** Cynthia Boettner [REDACTED]  
**Sent:** Monday, October 5, 2020 2:58 PM  
**To:** Alyssa Larose; Chris Myers; Terry Narkewicz  
**Subject:** Fwd: Invasive Species section revisions  
**Attachments:** Shelburne Haz Mit Plan\_InvasiveSpecies\_SECONDDRAFT (CB JB 2-12-20).docx

Hi Alyssa,

Thanks for meeting with the Select Board and Hazard Mitigation team late last month for the final presentation. At that meeting, I said that I couldn't find the action steps that I had suggested. Well, I must have been looking in the wrong place or not looking thoroughly enough -- I did find them and thought I should let you know. Sorry for the confusion!

Thanks to you and others at FRCOG for all the work you put into this. It would be nice if once COVID is settled down if we could do a bonafide public educational session so that more are informed on all that is covered in the plan.

Does FRCOG also assist towns in obtaining funding for projects suggested in the plan?

Thanks again,  
Cynthia

----- Forwarded message -----

**From:** Cynthia Boettner <[REDACTED]>  
**Date:** Wed, Feb 12, 2020 at 2:06 PM  
**Subject:** Re: Invasive Species section revisions  
**To:** Alyssa Larose <[ALarose@frcog.org](mailto:ALarose@frcog.org)>  
**Cc:** camyers ([camyers@protonmail.com](mailto:camyers@protonmail.com)) <[camyers@protonmail.com](mailto:camyers@protonmail.com)>, Alexander Sylvain <[ASylvain@frcog.org](mailto:ASylvain@frcog.org)>

Hi Alyssa,

Nice job incorporating the changes to the invasive species section! Jeff and I both looked over the changes we had suggested and have just a few more, mostly for clarification purposes (see attached). I will also put together a list of the contacts for the biocontrol researchers if you'd still like me to do that. In addition, I will also reach out to colleagues at MIPAG to make sure that the Outsmart Invasives app is still being used for reporting purposes and that reports are being verified and uploaded to EDDMapS. Any additional meetings scheduled at this point?

Best,  
Cynthia

# Appendix B: FEMA Plan Review Tool

# LOCAL MITIGATION PLAN REVIEW TOOL - Final

## Town of Shelburne, MA

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The *Local Mitigation Plan Review Tool* demonstrates how the Local Mitigation Plan meets the regulation in 44 CFR §201.6 and offers States and FEMA Mitigation Planners an opportunity to provide feedback to the community.

- The Regulation Checklist provides a summary of FEMA’s evaluation of whether the Plan has addressed all requirements.
- The Plan Assessment identifies the plan’s strengths as well as documents areas for future improvement.
- The Multi-jurisdiction Summary Sheet is an optional worksheet that can be used to document how each jurisdiction met the requirements of each Element of the Plan (Planning Process; Hazard Identification and Risk Assessment; Mitigation Strategy; Plan Review, Evaluation, and Implementation; and Plan Adoption).

The FEMA Mitigation Planner must reference this *Local Mitigation Plan Review Guide* when completing the *Local Mitigation Plan Review Tool*.

<b>Jurisdiction:</b> Town of Shelburne, MA	<b>Title of Plan:</b> Town of Shelburne Hazard Mitigation Plan	<b>Date of Plan:</b> Oct 2020 Draft
<b>Single or Multi-jurisdiction plan?</b> SINGLE		<b>New Plan or Plan Update?</b> UPDATE
<b>Local Point of Contact:</b> Terry Narkewicz, Town Administrator Chris Myers, Emergency Management Director Town of Shelburne 51 Bridge Street Shelburne, MA 01370 (413) 625-0300 <a href="mailto:townadmin@townofshelburnema.gov">townadmin@townofshelburnema.gov</a> <a href="mailto:camyers@protonmail.com">camyers@protonmail.com</a>		<b>Regional Point of Contact:</b> Alyssa Larose, Senior Land Use & Natural Resources Planner Franklin Regional Council of Governments 12 Olive Street, Suite 2 Greenfield, MA 01301 413-774-3167 x127 413-774-3169 <a href="mailto:ALarose@frcog.org">ALarose@frcog.org</a>

<b>State Reviewer:</b> Jeffrey Zukowski	<b>Title:</b> MA Hazard Mitigation Plan	<b>Date:</b> 11/21/2020 & 1/4/2021
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<b>FEMA Reviewer:</b> Marie-Annette (Nan) Johnson Brigitte Ndikum-Nyada	<b>Title:</b> Region I Community Planner Community Planner	<b>Date:</b> 12/31/2020 1/14/2021-1/14/2021
<b>Date Received in FEMA Region I</b>	11/21/2020; 1/14/2021	
<b>Plan Not Approved</b>		
<b>Plan Approvable Pending Adoption</b>	12/31/2020	
<b>Plan Adopted</b>	1/4/2021	
<b>Plan Approved</b>	1/13/2021	

**SECTION 1:  
REGULATION CHECKLIST**

**INSTRUCTIONS:** The Regulation Checklist must be completed by FEMA. The purpose of the Checklist is to identify the location of relevant or applicable content in the Plan by Element/sub-element and to determine if each requirement has been ‘Met’ or ‘Not Met.’ The ‘Required Revisions’ summary at the bottom of each Element must be completed by FEMA to provide a clear explanation of the revisions that are required for plan approval. Required revisions must be explained for each plan sub-element that is ‘Not Met.’ Sub-elements should be referenced in each summary by using the appropriate numbers (A1, B3, etc.), where applicable. Requirements for each Element and sub-element are described in detail in this *Plan Review Guide* in Section 4, Regulation Checklist.

<b>1. REGULATION CHECKLIST</b>		<b>Location in Plan</b> (section and/or page number)	<b>Met</b>	<b>Not Met</b>
<b>Regulation (44 CFR 201.6 Local Mitigation Plans)</b>				
<b>ELEMENT A. PLANNING PROCESS</b>				
A1. Does the Plan document the planning process, including how it was prepared and who was involved in the process for each jurisdiction? (Requirement §201.6(c)(1))	Section 1, pages 1-3 Appendix A	X		
A2. Does the Plan document an opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, agencies that have the authority to regulate development as well as other interests to be involved in the planning process? (Requirement §201.6(b)(2))	Section 1, pages 3-5 Appendix A	X		
A3. Does the Plan document how the public was involved in the planning process during the drafting stage? (Requirement §201.6(b)(1))	Section 1, page 5 Appendix A	X		
A4. Does the Plan describe the review and incorporation of existing plans, studies, reports, and technical information? (Requirement §201.6(b)(3))	Section 1, page 5 Throughout plan	X		
A5. Is there discussion of how the community(ies) will continue public participation in the plan maintenance process? (Requirement §201.6(c)(4)(iii))	Section 5, page 241	X		
A6. Is there a description of the method and schedule for keeping the plan current (monitoring, evaluating and updating the mitigation plan within a 5-year cycle)? (Requirement §201.6(c)(4)(i))	Section 5, pages 233-235	X		
<b>ELEMENT A: REQUIRED REVISIONS</b>				
<b>ELEMENT B. HAZARD IDENTIFICATION AND RISK ASSESSMENT</b>				
B1. Does the Plan include a description of the type, location, and extent of all natural hazards that can affect each jurisdiction(s)? (Requirement §201.6(c)(2)(i))	Section 2, pages 19-23 Section 3, pages 23-207	X		

<b>1. REGULATION CHECKLIST</b>		<b>Location in Plan (section and/or page number)</b>	<b>Met</b>	<b>Not Met</b>
<b>Regulation (44 CFR 201.6 Local Mitigation Plans)</b>				
B2. Does the Plan include information on previous occurrences of hazard events and on the probability of future hazard events for each jurisdiction? (Requirement §201.6(c)(2)(i))	Section 2, pages 19-23 Section 3, pages 23-207	X		
B3. Is there a description of each identified hazard's impact on the community as well as an overall summary of the community's vulnerability for each jurisdiction? (Requirement §201.6(c)(2)(ii))	Section 2 Section 3, pages 23-207	X		
B4. Does the Plan address NFIP insured structures within the jurisdiction that have been repetitively damaged by floods? (Requirement §201.6(c)(2)(ii))	Section 2, pages 9-10 Section 3, page 46	X		
<b><u>ELEMENT B: REQUIRED REVISIONS</u></b>				
<b>ELEMENT C. MITIGATION STRATEGY</b>				
C1. Does the plan document each jurisdiction's existing authorities, policies, programs and resources and its ability to expand on and improve these existing policies and programs? (Requirement §201.6(c)(3))	Section 2 Section 4, pages 209-220	X		
C2. Does the Plan address each jurisdiction's participation in the NFIP and continued compliance with NFIP requirements, as appropriate? (Requirement §201.6(c)(3)(ii))	Section 2, pages 9-10 Section 3, page 46	X		
C3. Does the Plan include goals to reduce/avoid long-term vulnerabilities to the identified hazards? (Requirement §201.6(c)(3)(i))	Section 4, page 221	X		
C4. Does the Plan identify and analyze a comprehensive range of specific mitigation actions and projects for each jurisdiction being considered to reduce the effects of hazards, with emphasis on new and existing buildings and infrastructure? (Requirement §201.6(c)(3)(ii))	Section 4, pages 221-230	X		
C5. Does the Plan contain an action plan that describes how the actions identified will be prioritized (including cost benefit review), implemented, and administered by each jurisdiction? (Requirement §201.6(c)(3)(iv)); (Requirement §201.6(c)(3)(iii))	Section 4, pages 225-230	X		
C6. Does the Plan describe a process by which local governments will integrate the requirements of the mitigation plan into other planning mechanisms, such as comprehensive or capital improvement plans, when appropriate? (Requirement §201.6(c)(4)(ii))	Section 5, pages 240-241	X		
<b><u>ELEMENT C: REQUIRED REVISIONS</u></b>				
<b>ELEMENT D. PLAN REVIEW, EVALUATION, AND IMPLEMENTATION (applicable to plan updates only)</b>				
D1. Was the plan revised to reflect changes in development? (Requirement §201.6(d)(3))	Section 2, pages 8-9	X		
D2. Was the plan revised to reflect progress in local mitigation efforts? (Requirement §201.6(d)(3))	Section 4, pages 216-220; 231-232	X		

<b>1. REGULATION CHECKLIST</b>		<b>Location in Plan</b> (section and/or page number)	<b>Met</b>	<b>Not Met</b>
<b>Regulation (44 CFR 201.6 Local Mitigation Plans)</b>				
D3. Was the plan revised to reflect changes in priorities? (Requirement §201.6(d)(3))		Section 4, pages 225-230	X	
<b><u>ELEMENT D: REQUIRED REVISIONS</u></b>				
<b>ELEMENT E. PLAN ADOPTION</b>				
E1. Does the Plan include documentation that the plan has been formally adopted by the governing body of the jurisdiction requesting approval? (Requirement §201.6(c)(5))		HMP adopted on <b>1/4/2021</b> and a signed adoption certificate is on file.	X	
E2. For multi-jurisdictional plans, has each jurisdiction requesting approval of the plan documented formal plan adoption? (Requirement §201.6(c)(5))		This is a single jurisdiction plan.	N/A	
<b><u>ELEMENT E: REQUIRED REVISIONS</u></b>				
<b>ELEMENT F. ADDITIONAL STATE REQUIREMENTS (OPTIONAL FOR STATE REVIEWERS ONLY; NOT TO BE COMPLETED BY FEMA)</b>				
F1.				
F2.				
<b><u>ELEMENT F: REQUIRED REVISIONS</u></b>				

## SECTION 2: PLAN ASSESSMENT

### A. Plan Strengths and Opportunities for Improvement

This section provides a discussion of the strengths of the plan document and identifies areas where these could be improved beyond minimum requirements.

#### Recommended Corrections:

- Recommend identifying the state in the title on the cover, i.e., Town of Shelburne, MA HMP (for those not familiar with towns in MA).

#### Element A: Planning Process

##### **Strengths:**

- Incorporation of the Municipal Vulnerability Preparedness planning process ensured a more comprehensive approach to mitigation. The Town is working together with the FRCOG on regional planning benefitting the collaboration and integration of these hazard mitigation planning elements.
- Multiple methods of virtual public outreach were utilized, allowing for convenient participation opportunities even during the pandemic. Community officials and stakeholders were effectively engaged in the planning process. Their feedback shaped the content of the plan.
- Materials from the plan development process are included and will be a potentially useful reference during future plan updates.
- Excellent readability, plan organization, and use of graphics. Great maps and good documentation throughout and good citations for the sources of information.
- The authorities which regulate development are not just listed but are explained.

##### **Opportunities for Improvement:**

- Recommend providing the tool(s) that is to be used for the plan monitoring and evaluation. For example, within each plan update provide the form or a template that will be used to collect and evaluate the plan maintenance information. Then in the next plan update, a summary can be provided along with the form/tool that explains the outcomes of the plan maintenance over the last 5 years. The form/tool might collect information such as the progress of the implementation of the actions and how the action is addressing each of the identified vulnerabilities (connection of action to the Town's problem statements). Also, how this is meeting the Town's mitigation goals and the effectiveness of the planning process including public involvement.

#### Element B: Hazard Identification and Risk Assessment

##### **Strengths:**

- The risk assessment is well organized, *very* comprehensive, and provides very thorough descriptions of the hazards and vulnerabilities that are easy to read and understand. It

places the community's risk in the context of the surrounding areas and even within the state. Well done!

- Vulnerability and risk are described from several important aspects (society/vulnerable populations, health and economic impacts, infrastructure/assets, environment).
- Excellent use of scales to show the magnitude/extent of the hazard.
- Provides clearly stated problem statements for each hazard which describe the vulnerabilities. These statements also address the priorities for these vulnerabilities rather than just for the hazard.
- The plan does an excellent job of identifying how the probability or severity of future hazard events may change in the future due to changes in climate, population, or land use.
- This local Plan coordinates its information and processes well with the most current State Hazard Mitigation Plan.
- The plan does a good job identifying dam hazards both inside the town and upstream communities that may pose a risk.

***Opportunities for Improvement:***

- Ensure that the Risk Assessment connects with the Community Profile information. The Community Profile information provides a detailed look at the community in terms of its assets, population and development, and features. However, this valuable information like the historic structures are not really addressed within the risk assessment. Recommend improving the connection between this more detailed look at the community assets (in the Profile section) and their vulnerabilities and risk (in the Risk Assessment section – also see comment below regarding changes in development found in the Profile section).
- Vulnerability is used to represent risk in some sections. Vulnerability is not the same as risk and should therefore avoid interchanging these terms. Consider vulnerability to be what could happen to that community asset – what, how and why it is vulnerable or exposed to the impacts from the hazard(s). The risk would be how likely the asset could be impacted given the location, extent, its history/probability and its exposure (e.g. high to low risk).
- The connection between the vulnerability problem statements under each hazard section and the solutions (mitigation actions) can be strengthened in future updates. This can be accomplished in the Mitigation Strategy section or as an appendix. Within the proposed actions table, the action can also be accompanied by the information that identifies which problem(s) the action is addressing. This added information then addresses how the action (solution) will reduce or eliminate the root cause of what's creating the vulnerability in the first place (the problem statement) as identified in the risk assessment.
- Further explore the root causes of the vulnerabilities by asking more “why” questions to get stronger vulnerability problem statements for mitigation. For example, why is the identified part of the town vulnerable to say wildfire? Is it the construction of how the structures are built (e.g. wood shake roofs, close proximity to other structures, open decks and soffits)? Is it the fuels surrounding the structures (no defensible space, lacking fuel breaks, type of vegetation)? Then the solutions can more effectively address risk reduction for the long term such as replacing wood roofs with more fire-resistant materials. Also

introducing standards in site design for new development or redevelopment by providing fuel breaks, defensible space, and construction design.

- Changes in development appears to be only addressed in the Community Profile section through population and trends and with little relation to changes in risk. Changes in a community's development is considered one of the greatest factors for changes in risk and needs to be addressed within the risk assessment. Trends do not fulfill the requirement to *identify the (re-)development that has occurred in the jurisdiction in hazard prone areas or conditions since the last plan approval*. Bring meaning to this by providing more specifics of what this development was and how it has affected the Town's risk. If none, then this must be stated in the risk assessment. (Refer to the FEMA Guidance for the "development" definition.)
- Whenever possible, do provide more historical key events in the previous occurrence hazard information when starting with data in the 1990s. For example, summarize any significant historical information between an event that took place in the early 1900s (or earlier if records exist) and those events starting with data from 1996 using best available information. Often these accounts can be located by the local historic preservation society and in the library. This will further support the probability information. Ensure the history of previous events is updated through 2020 for all hazards.
- Identify key NFIP related data such as variances, important site visits and floodplain management ordinance or model bylaw that are relative to the vulnerability and risk assessment.

### Element C: Mitigation Strategy

#### **Strengths:**

- The plan provides a comprehensive, detailed description of the community's existing programs, plans, and policies that relate to mitigation.
- The plan highlights the different plans and programs into which the community can and has incorporate(-d) in the mitigation plan.
- The Strategy is comprehensive in alternatives and approaches. Good mitigation actions for both existing and new development. Leads with nature-based solutions for mitigation and resiliency.
- The plan identifies a range of potential resources for implementing the mitigation strategy, increasing opportunities for success.

#### **Opportunities for Improvement:**

- The first two goals (out of 3) are preparedness goals and thus leaves only one mitigation goal. A plan can be most effective with a range of 3-5 *mitigation* goals. Consider what is to be achieved by the actions. Using the problem statements can help to develop these goals. Establish detailed goals that are meaningful to the community and encourage the development of a robust mitigation strategy. Focus the plan's goals on alleviating long-term risks and vulnerabilities.

- Ensure that the focus of the mitigation strategy is on mitigation, rather than preparedness. Mitigation actions reduce or eliminate long-term risk and are different from actions taken to prepare for or respond to hazard events. Mitigation activities lessen or eliminate the need for preparedness or response resources in the future. If there are preparedness actions, it is helpful for the reader to identify these as such to clarify these differences.
- To accomplish this (above comment), examine risk separately from current preparedness and response efforts. While current response capabilities may be considered adequate for minimizing the effects of a disaster, there could still be mitigation actions that would reduce the need to have as many response assets in the first place.
- The greatest potential opportunity in upcoming plan updates lies in further understanding the root causes of the Town’s vulnerabilities and developing the solutions that target those root causes. Then demonstrate how progress is being made through these actions towards alleviating or minimizing the identified vulnerabilities (problem statements) for the long term and thus meeting the Town’s *mitigation* goals.
- Clarify whether there is an improvement component to replacements and repairs (i.e., a mitigating factor to it). Otherwise, these are not considered mitigation if these are not sustained or are long-term solutions.
- See previous comments found in Element B about improving the connection between the problem statements found in the risk assessment and the individual actions (solutions). Provide more details about what the mitigation actions will entail, the tasks that will be involved, and how these will mitigate the vulnerabilities as determined by the problem statements.
- Identify key NFIP related information such as variances, important site visits and floodplain management ordinance or model bylaw that are relative to the Town’s strategy for NFIP continued compliance. Recommend addressing actions that increase the number of properties with flood insurance policies. To expand and strengthen the NFIP continued compliance requirement, check the new MEMA’s Floodplain Management Model Bylaw. <https://www.mass.gov/guides/floodplain-management> Massachusetts 2020 Model Floodplain Bylaws. <https://msc.fema.gov/portal>
- 

**Element D: Plan Update, Evaluation, and Implementation (Plan Updates Only)**

**Strengths:**

- Good background info and updates on the Town’s capabilities that avoid or reduce the potential risk in new development, such as zoning bylaws and plans.
- Priorities in the plan recognize current conditions. They are reflective of the planning process, risk assessment, and mitigation strategy.
- Progress on mitigation actions is clear and comprehensive.
- The priorities are compared for any changes between the proposed actions and those that were carried over from the previously approved plan.

***Opportunities for Improvement:***

- For future updates of the plan, keep in mind that the development in hazard areas is not limited to the flood hazard. An increase in risk can apply to development within or in proximity to *any* hazard area or occurrence.
- Provide more details about any changes in development that may have occurred since the last plan update. Provide more information of what was constructed, proposed, and/or approved for development since the last HM plan was approved. That can also include property acquisitions, rezoning, building permit statistics, significant building renovations or redevelopments or improvements, change of land use, and change in utility service such as new lines to serve existing or new development or other such infrastructure such as new public water or sewer systems, and road upgrades or access. It can also include changes to development policies, regulations, standards, etc. This information must then be addressed within the risk assessment to associate these changes in development with changes in risk to the community.
- Recommend adding more connectivity to what occurred over the last planning period since the previous plan was approved. What changed, what worked or didn't go accordingly and why? Especially in the plan maintenance methods were laid out in the last plan.
- Including a discussion of lessons learned about implementing mitigation actions would strengthen the plan, as would a short narrative on some "success stories" about their implementation.

## B. Resources for Implementing Your Approved Plan

Refer to the [Massachusetts Integrated State Hazard Mitigation and Climate Action Plan](#), [Resilient MA Climate Clearinghouse](#), and State's [Climate Action Page](#) to learn about hazards relevant to Massachusetts and the State's efforts and action plan.

### Technical Assistance:

#### FEMA

- [FEMA Climate Change](#): Provides resources that address climate change.
- [FEMA Library](#): FEMA publications can be downloaded from the library website. These resources may be especially useful in public information and outreach programs. Topics include building and construction techniques, NFIP policies, and integrating historic preservation and cultural resource protection with mitigation.
- [FEMA RiskMAP](#): Technical assistance is available through RiskMAP to assist communities in identifying, selecting, and implementing activities to support mitigation planning and risk reduction. Attend RiskMAP discovery meetings that may be scheduled in the state, especially any in neighboring communities with shared watersheds boundaries.

#### Other Federal

- [EPA Resilience and Adaptation in New England \(RAINE\)](#): A collection of vulnerability, resilience and adaptation reports, plans, and webpages at the state, regional, and community levels. Communities can use the RAINE database to learn from nearby communities about building resiliency and adapting to climate change.
- [EPA Soak Up the Rain](#): Soak Up the Rain is a public outreach campaign focused on stormwater quality and flooding. The website contains helpful resources for public outreach and easy implementation projects for individuals and communities.
- [NOAA C-CAP Land Cover Atlas](#): This interactive mapping tool allows communities to see their land uses, how they have changed over time, and what impact those changes may be having on resilience.
- [NOAA Sea Grant](#): Sea Grant's mission is to provide integrated research, communication, education, extension and legal programs to coastal communities that lead to the responsible use of the nation's ocean, coastal and Great Lakes resources through informed personal, policy and management decisions. Examples of the resources available help communities plan, adapt, and recovery are the Community Resilience Map of Projects and the National Sea Grant Resilience Toolkit
- [NOAA Sea Level Rise Viewer](#) and [Union for Concerned Scientists Inundation Mapper](#): These interactive mapping tools help coastal communities understand how their hazard risks may be changing. The "Preparing for Impacts" section of the inundation mapper addresses policy responses to protect communities.
- [NOAA U.S. Climate Resilience Toolkit](#): This resource provides scientific tools, information, and expertise to help manage climate-related risks and improve resilience to extreme events. The "[Steps to Resilience](#)" tool may be especially helpful in mitigation planning and implementation.

#### State

- [Massachusetts Emergency Management Agency](#): The Massachusetts State Hazard Mitigation Officer (SHMO) and State Mitigation Planner(s) can provide guidance regarding grants, technical assistance, available publications, and training opportunities.
- Massachusetts Departments of [Conservation and Recreation](#) and [Environmental Protection](#) can provide technical assistance and resources to communities seeking to implement their hazard mitigation plans.

- <https://www.mass.gov/guides/floodplain-management> Massachusetts 2020 Model Floodplain Bylaws. <https://msc.fema.gov/portal>
- [MA Mapping Portal](#): Interactive mapping tool with downloadable data

#### Not for Profit

- [Kresge Foundation Online Library](#): Reports and documents on increasing urban resilience, among other topics.
- [Naturally Resilient Communities](#): A collaboration of organizations put together this guide to nature-based solutions and case studies so that communities can learn which nature-based solutions can work for them.
- [Rockefeller Foundation Resilient Cities](#): Helping cities, organizations, and communities better prepare for, respond to, and transform from disruption.

#### Funding Sources:

- [Massachusetts Coastal Resilience Grant Program](#): Funding for coastal communities to address coastal flooding, erosion, and sea level rise.
- [Massachusetts Municipal Vulnerability Preparedness](#) program: Provides support for communities to plan for climate change and resilience and implement priority projects.
- [Massachusetts Water Quality Grants](#): Clean water grants that can be used for river restoration or other kinds of hazard mitigation implementation projects.
- [Grants.gov](#): Lists of grant opportunities from federal agencies (HUD, DOT/FHWA, EPA, etc.) to support rural development, sustainable communities and smart growth, climate change and adaptation, historic preservation, risk analyses, wildfire mitigation, conservation, Federal Highways pilot projects, etc.
- [FEMA Hazard Mitigation Assistance](#) (HMA): FEMA's Hazard Mitigation Assistance provides funding for projects under the Hazard Mitigation Grant Program (HMGP), Pre-Disaster Mitigation (PDM), and Flood Mitigation Assistance (FMA). States, federally recognized tribes, local governments, and some not for profit organizations are eligible applicants.
- [GrantWatch](#): The website posts current foundation, local, state, and federal grants on one website, making it easy to consider a variety of sources for grants, guidance, and partnerships. Grants listed include The Partnership for Resilient Communities, the Institute for Sustainable Communities, the Rockefeller Foundation Resilience, The Nature Conservancy, The Kresge Climate-Resilient Initiative, the Threshold Foundation's Thriving Resilient Communities funding, the RAND Corporation, and ICLEI Local Governments for Sustainability.
- USDA [Natural Resource Conservation Service](#) (NRCS) and [Rural Development Grants](#): NRCS provides conservation technical assistance, financial assistance, and conservation innovation grants. USDA Rural Development operates over fifty financial assistance programs for a variety of rural applications.