

# Tropical Storm Irene

## Waterbury Long-Term Community Recovery Steering Committee After Action Report

2011-2013



**By the Waterbury Long Term  
Community Recovery Steering  
Committee**

**November 11, 2013**

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## **Waterbury Long Term Community Recovery (LTCR)**

### **Executive Summary**

The 2011 spring flooding in Vermont was exacerbated on August 28, when Tropical Storm Irene dumped eight inches of rain on an already saturated terrain in a 12-hour time period, damaging hundreds of roads and bridges across the State. Thousands of homes and businesses statewide suffered long-term power outages, substantial damage, or destruction from the massive flooding. The Village of Waterbury, in Washington County, was uniquely impacted. The Waterbury Municipal Offices and Police Department were substantially damaged and subsequently relocated. The building is owned by the Village Trustees and is currently unusable and vacant. Home to Green Mountain Coffee Roasters and Ben & Jerry's Ice Cream, Waterbury is also the site of a large state office complex and the Vermont State Hospital. Flooding at the Waterbury State Office Complex displaced approximately 1,500 state employees, seriously jeopardizing the community's economic sustainability. Damage to the state office complex is estimated at \$126 million dollars.

In the aftermath of the disaster, Waterbury community leaders recognized the need for the community to come together and create a path forward for recovery. The Waterbury community began the process of developing a long-term recovery plan in November 2011 with support from the Federal Emergency Management Agency (FEMA) Long-Term Community Recovery (LTCR) team. In addition to the LTCR team's weekly meetings beginning in November 2011, a series of public meetings and workshops were held to facilitate the development of a community vision and a plan for long-term recovery. Community members developed specific projects to address recovery efforts in the following six sectors: 1) Community Planning and Capacity Building; 2) Economic Development; 3) Energy, Efficiency, and Transportation; 4) Housing and Human Services; 5) Infrastructure and Hazard Mitigation; and 6) Parks and Recreation.

The Waterbury Long-Term Community Recovery Plan is the result of a five-month community-based initiative to address impacts of Tropical Storm Irene. This document presents a framework for achieving a community vision developed through the recovery planning process from the needs articulated by Waterbury residents.<sup>1</sup>

The LTCR Plan was the guiding document for the recovery process and the LTCR Steering Committee was the organization that kept the projects on track and provided accountability to the governing bodies and the community citizens

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<sup>1</sup> Waterbury Long-Term Recovery Plan, May 2012, page 4



## **Tropical Storm Irene Background**

On August 28 Tropical Storm Irene swept through Vermont depositing eight inches of rain on ground already saturated from an above average winter snow pack and a wet spring and summer. Rivers all over the State swelled and overflowed their banks. The widespread flooding created the state's worst natural disaster since the historic flood of 1927. Flooding from the Winooski River damaged 220 homes and businesses in the Town and Village of Waterbury. The Waterbury Municipal Offices and Police Department were substantially damaged and subsequently relocated. The building is owned by the Village Trustees and is currently unusable and vacant. Additionally 49 historic buildings in the Waterbury State Office Complex were seriously damaged, causing the displacement of approximately 1,500 employees. Residents living in the historic low-lying neighborhoods as well as those living in mobile homes were hit hardest by the storm. The Vermont State Hospital was damaged beyond repair and all 50 patients had to be evacuated and eventually relocated to other facilities across the state.

On August 29 the fast-acting and determined Waterbury community rose as quickly as the river; organizing themselves into task groups to rescue stranded people and animals, shut down wastewater pumping stations, and direct debris clearing operations. Volunteer flood-support groups formed to organize the collection of clothing and toys and establish food collection sites for storm victims. The Thatcher Brook Primary School was used as an emergency shelter. Flooding at the Green Mountain Power substation caused power outages throughout the Village. The local radio station, WDEV, used a temporary generator to broadcast disaster relief and food kitchen locations and continually updated community members with critical information as the disaster unfolded.



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Total damages to private property were estimated at \$9 million and millions more in revenues were lost due to business closures. Damages to public property are likely to exceed \$100 million and it is estimated that the redevelopment of the Waterbury State Office Complex will cost approximately \$126 million over the next three years. Businesses in the downtown continue to suffer from the costs of damage repair and from the long lasting effects of the loss of daily sales no longer generated in the Village, due in part to the departure of 1500 state employees.<sup>2</sup>

Losses to municipal infrastructure included significant damage to the historic Municipal Building which housed the municipal offices and Village Police and was inundated with flood-waters and had a basement oil spill. The Dac Rowe recreational fields were completely inundated and largely destroyed; the Main Wastewater Pump Station was inundated and required extensive emergency repair, as did Village sewer/water lines and roads throughout the Village. A privately owned mobile home park was also devastated displacing several homes.



### Short-Term Recovery

At the time of the flood on August 28, 2011, the Waterbury Fire Department made evacuation warnings; the primary school set up emergency housing; the local radio station ensured people were informed of all new information. All of these activities contributed to preserving life and focused the community from the beginning on rescue and recovery.

The next day, August 29, Select Board members and community volunteers met at the primary school to a) form flood support groups, b) begin immediately to cleanup flooded homes and businesses, c) feed people and establish food collection sites for storm victims. As the storm damage was assessed, daily meetings were held at the primary school to match volunteers and flood victims to clean up

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<sup>2</sup> Waterbury Long-Term Recovery Plan, May 2012, page 7

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properties, recover what was salvageable, and quickly fill dumpsters with flood damaged materials. This quick response by the Select Board, Village Trustees, Town Manager, Public Works Officer and all the employees of the town and village mitigated the health hazards related to the flood waters. In the months that followed, the LTCR team began to meet weekly, if not more, to discuss Waterbury's recovery. The long hours of work and the collective action of the community reflected the courage, good will, and resilience of Waterbury.

Revitalizing Waterbury, a 501(c)3 organization created to "preserve and enhance the economic development, historic and social vitality of downtown Waterbury" established a subgroup, ReBuild Waterbury, to offer residents immediate assistance including helping people find a place to live, money to rent temporary housing, financial aid to replace damaged appliances, and volunteers to repair their homes. ReBuild Waterbury raised almost one million dollars and coordinated the work of thousands of volunteers.

The municipal offices moved into temporary quarters in the Main Street Fire Station, where they remain more than two years later. The Village Police Department was relocated into temporary rented office space in the 100-year flood plain and is also still located there. Short-term emergency repairs were made to the Main Wastewater Pump Station and permanent repairs are currently underway. Restoration of the recreational fields is 90% complete. The Municipal Building underwent debris removal and mold abatement, but remains un-restored.

The Waterbury State Office Complex (WSOC) was immediately evacuated with approximately 1,500 state employees relocated to other leased and available sites around the state. The Public Safety Department did not receive much flood damage and returned to normal operations shortly following the flood. The WSOC was gutted, cleaned, structurally analyzed, stabilized and was boarded up while decisions were made on its future uses.

The businesses in the Village were very concerned over the initial damage to properties, future potential threats from flooding, and long-term implications from the loss of state employees to keep the economy going.

Due to the extent of private property damage in the Village area, Rebuild Waterbury was formed through the non-profit organization of Revitalizing Waterbury. Two college students prepared a report on lessons learned after six weeks of research on the immediate recovery effort. An excerpt of their findings follows:

### ***Key Decisions Made***

*Through analysis of interviews, survey responses, and archival documents, we have compiled a list of the general decisions made in the immediate response to Irene that were critical to the response effort in Waterbury. The following decisions emerged as particularly important:*

### ***Evacuated, not rescued***

*At around 9 A.M. on Sunday morning a crew was set up at the fire station to watch how the storm progressed. It seemed like a normal rainy day until 8:00 that night when the Winooski River quickly rose beyond any expectations. Within 30 minutes Fire Chief Gary Dillon sent out crews to evacuate residents in areas threatened by the raging waters. For safety reasons crews did not return to rescue those who*

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*chose not to evacuate. This decision saved the lives of residents and fire fighters.*

### **Shut off the power grid**

*Around this same time Green Mountain Power Corp. shut off the power grid in Waterbury to prevent serious public safety issues. After the water receded the fire department consulted with the Fire Marshal's office and Green Mountain Power to reenergize homes and businesses. The waters rose so high in some homes that it soaked the junction box. This meant the homeowner needed a certified electrician to verify that the house was safe in order for the power to be turned back on. These precautions were taken to protect residents' health and safety*

### **Opened central community buildings**

*As the Winooski River and Thatcher Brook rose, forcing residents from their homes, Thatcher Brook Primary School opened its doors as a shelter to those in need. It also served as offices to town officials and fire crews whose office buildings were inundated with water. The School's parking lot served as a volunteer meeting place during the first week; organizers were able to match homeowners in need with willing volunteers. The school gym transformed into a daycare center and the cafeteria served hundreds of meals during the first few weeks.*

*The fire station, which had been recently rebuilt, was expressly designed to be flood resilient. One interviewee noted that "if (the) old station had still been here it would have crumbled to the ground." Although the station was initially inundated, it was eventually used as a supply store accepting donations from individuals and businesses in the region (e.g. the Lowe's store in Essex donated several truck loads of fans, dehumidifiers, gloves and various other needed supplies.) Fire trucks were relocated to make room for the donations. FEMA opened a disaster recovery office in the fire station. When they left, the select board, trustees, and municipal staff moved their offices from the school to the station. The station essentially became a "one stop shop" for residents seeking assistance. The labor swaps and food shelf moved to St. Leo's hall, a building associated with St. Andrew's Parish, and continued operating over the next several weeks. Later, ReBuild Waterbury decided to set up its offices at St. Leo's because it was a place people already recognized as a source for assistance.*

*Thatcher Brook Primary School, the fire station, and St. Leo's Hall emerged as central locations that provided aid and support to Waterbury. Organizing the response efforts at specific central locations proved to be advantageous. The first week was a time of great confusion, yet everyone in the town knew to go to Thatcher Brook if they needed food, shelter, volunteers or if they wanted to reach out to those in need. This allowed aid to be provided more effectively and facilitated a rapid response effort.*

### **Did not release Marshfield Dam**

*Green Mountain Power was faced with a difficult decision: whether or not to release water from the Marshfield Dam. Although a controlled release threatened to exacerbate flooding in towns below, a breach in the dam would have been far more catastrophic. The fire chief kept in contact with the safety officer from Green Mountain Power and the public works director throughout the night. The water level came within 10 feet of the top of the 1,100 foot earthen dam (Johnson 2011). Fortunately, the water level remained stagnant and began receding around 2:00 am the next morning. The dam was never released, sparing Waterbury from additional flooding.*

### **Addressed health needs**

*In the days following the storm, risks to public health became apparent, as many residents were without food, electricity, or running water. Town officials realized that the tremendous amount of trash and debris presented a major health hazard "Instead of having people try to deal with it themselves ... the*

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*town just made a decision to order dumpsters and deposit them all over." Waterbury officials reacted immediately, ordering not only dumpsters, but also port-o-potties and street sweepers to alleviate stress and protect public health. Having a landfill so close by allowed the dumpsters to be emptied and returned efficiently. Another imminent issue was mold, which can begin to grow 48 hours after a flood. A "moldicide" task force emerged to help treat affected homes. Although the flood response as a whole was a community effort, dividing up specific tasks such as trash removal and mold treatment allowed them to be resolved more quickly and effectively*

### **Organized feeding stations**

*Feeding stations were almost immediately set up to provide food to those who were either affected by the flood or volunteering to help. The food shelf operated out of the cafeteria at Thatcher Brook Primary School for the first week. The school eventually needed to resume normal operations as classes started back up so the food operations were moved over to St. Leo's hall. The fire station also produced food for its own worker,; though, they did not turn away anyone in need.*

### **Accepted advice and support**

*Accepting advice and support from outside groups contributed considerably to long-term recovery. After the storm, Waterbury residents did not wait around for government assistance; they immediately began the process of rebuilding and reached out to friends, family, and neighbors in need. They were not, however, reluctant to accept advice from those with experience in disaster relief and recovery. Local leaders welcomed advice and assistance from organizations such as Hope Force International and the Red Cross. The town requested FEMA's presence and worked with them to assess the damage wrought by Irene and to provide assistance to homeowners. Utilizing the knowledge of professional organizations and individuals guided the local leaders toward a successful long-term recovery effort in Waterbury.*

### **Addressed housing needs**

*FEMA worked to address the housing needs of the community; however our data suggests that not all needs were being met. One interviewee report that, "FEMA was not flexible... The further from the actual disaster, the more rules there are." To fill the unmet need, volunteers decided to establish a Waterbury Housing Group to provide emergency housing. After canvassing and assessing damaged properties throughout the town, it was estimated there was \$9.7 million worth of damage to over 200 buildings (The Stowe Reporter, 2011). The work started by the Waterbury Housing Group was eventually taken over by ReBuild Waterbury.*

### **Maintained communication**

*Within the first few days town officials produced and hand delivered daily newsletters that were instrumental in keeping residents up to date with information on where to get help and supplies and how to contact FEMA. They also made frequent announcements on the local radio station, WDEV. Additionally, the municipal government held daily meetings with other leaders to "do a debriefing and see what was happening in the community and see if needs were changing and adapt the next morning." This allowed town leaders to understand how to better meet the needs of the community.*

### **Formed ReBuild Waterbury**

*Within a month after Irene members of Revitalizing Waterbury, town leaders, and various volunteers met to discuss forming a local, non-profit, long-term recovery group to assist with the recovery effort. The organization, later named ReBuild Waterbury, was tasked with helping residents get back into their houses, bringing back businesses, and funding and organizing rebuilding projects. This took pressure off the municipality; one interviewee reported, "You could just hear a collective sigh of relief on the part of*



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*the town officials that, okay, it's not going to be just us. We're going to get some help." This decision allowed the town to focus more attention on other pressing issues such as stimulating the economy, ensuring the state offices return, zoning, and relocating municipal offices. Several interviewees indicated that not only the decision to form ReBuild Waterbury, but to form it so quickly hugely impacted the recovery effort. ReBuild Waterbury has continued to work for several months to help bridge the gap between the cost to rebuild and the assistance provided by insurance and FEMA.<sup>3</sup>*



### Long-Term Recovery

In the months following Tropical Storm Irene, community member and State Legislator (and future LTCR Steering Committee Chair) Rebecca Ellis advocated strongly for Waterbury to receive assistance from FEMA to help with Long-Term Community Recovery (LTCR) planning. Having served on the Waterbury Planning Commission from 2001-2006, she was aware of the difficulties faced in engaging the community in planning, and yet understands how important it is. Being actively involved in Waterbury's flood recovery efforts, she knew that municipal staff and volunteers were overworked and that any and all assistance would be welcome.

The LTCR Steering Committee began meeting weekly for nearly a year to track progress of the 22 projects that had been identified in the LTCR Plan. Each project was assigned a Project Champion and each of the Project Champions was held accountable for progress updates. In 2013, the LTCR Steering Committee meetings were first reduced to bi-monthly, and eventually to once a month as the projects were either completed, well on their way, or took on lives of their own with clear leadership. Many of

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<sup>3</sup> Rebuild Waterbury: Lessons Learned From Six Weeks of Research on the Response to Irene In Waterbury Vermont, 2012, Megan Norris, Green Mountain College and Kimberly Coleman, University of Vermont, pages 3-6

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the projects received grant funding to meet their goals. A complete status update can be found in Appendix C for each of the projects.

Now, more than two years later as we compile this report, we are all very grateful that Waterbury was chosen for long-term community planning assistance from FEMA. Most of all, the planning process gave us a road map for where we wanted to go, and how to get there. One of the many challenges we faced in the aftermath of Irene was how to absorb assistance from volunteers, state resources, non-profits and the federal government. Many of the LTCR projects—affordable housing, flood studies, emergency generators, an expanded municipal complex and daycare center –would likely never have happened if we had not gone through the planning process.



## Waterbury Long-Term Community Recovery Projects<sup>4</sup>

### Community Involvement

On November 15 of 2011 the Town of Waterbury Select Board and the Waterbury Village Trustees held a joint meeting and voted unanimously to accept FEMA Long-Term Community Recovery planning assistance. Following that resolution, a Community Visioning session was held on November 30 to develop community goals and a vision for the 5 to 10 year recovery effort. Seventy-five Waterbury residents, including Town Select Board members, Village Trustees, municipal employees, and other community representatives including business owners, historic preservationists, library staff, local developers, parks and recreation committee members, environmental groups, non-profit organizations, and school officials participated in the session. During this session, the Waterbury community identified five sectors of the community in need of assistance: 1) Community Planning and Capacity Building; 2) Economic Development; 3) Energy, Efficiency, and Transportation; 4) Housing and Human Services; and 5) Infrastructure and Flood Mitigation. A sixth sector, Parks and Recreation, was later added.<sup>5</sup>

	<b>Low Flood Recovery Value</b>	<b>Medium Flood Recovery Value</b>	<b>High Flood Recovery Value</b>
<b>High Community Interest</b>	Little River Connector Trail (76)	Bike/Ped Wayfinding Trail (111)  Arts Center (77)	New muni offices & library (162)  Housing (140)  Business Resource Ctr (90)  Flood study (83)  Sewer pump station (77)  51 So. Main Street  Village police qtrs.
<b>Medium Community Interest</b>	Food System Dvlp (68)  Dac Rowe Field (54)	Image Building (60)  Distributed Energy (58)  Ctr for Resilient Tech (54)	Emergency Generators (56)
<b>Low Community Interest</b>	Transportation (45)Recreation Director (34)Recreation Master Plan (24)	Municipal Staff/Econ Dvlp (28)	Human Servs. & Childcare (44)

<sup>4</sup> Sources: Community Recovery Fair 2/16/2012 (Community Interest) and Joint Meeting of the Waterbury Select Board and Trustees 2/21/2012 (Flood Recovery)

<sup>5</sup> Waterbury Long-Term Recovery Plan 2012, page 8

## **Two Years Later Following the Flood Event**

As of November 2013, the flood proofing of the Main Wastewater Pump Station is about to begin with help from CDBG-DR funding. The highest priority project not yet undertaken is the building of the Waterbury Municipal Civic Complex, which is being managed by the twenty-person Municipal Building Committee made up of the Tri-Board (Town Select Board, Village Trustees, and Library Commissioners) and 6 members of the public and a historical society representative.

Waterbury has established, and is in the beginning stages of, a Local Development Corporation/Business Resource Center. Hunger Mountain Children's Center was recently awarded an implementation grant application for CDBG-DR funds to rebuild a childcare center. The Central Vermont Community Land Trust was also awarded a CDGB-DR implementation grant to create 27 units of affordable housing at one of the state office buildings currently being divested. The State is in the midst of deconstruction and reconstruction of a \$125 million project at the State Office Complex. Full economic recovery will not be complete until the State Office Complex and its workforce are estimated to be restored by 2015.

As the LTRC Steering Committee wraps up its work, we are heartened to see several projects continue on their path towards fruition, and at least one large HMGP project take place. See Appendix C for a complete status update for each of the projects.

The largest, most challenging and unmet need is the construction of a new Municipal Civic Complex to meet the needs of the community. Approximately \$1.8 million of grant funding and local assets has been identified for this project. A municipal bond will be required for this project. While the first bond vote failed in June 2013, public informational meetings were held and a community questionnaire sent out to ensure proper community input before the second bond vote takes place in March 2014. The first, failed bond vote was for the municipal complex to be located on a parcel at the State Office Complex. The second bond vote, scheduled for March 2014, will place the municipal complex at the Historic Janes House, the location of the current library.

## **What went well in the LTRC process?**

When Irene struck Waterbury on August 28, 2011, the fire department, local radio station, primary school and the Congregational Church were invaluable resources for residents. On August 29, Select Board members and community volunteers met at the primary school to: 1) form flood support groups; 2) begin immediately to cleanup flooded homes and businesses; and 3) feed people and establish food collection sites for storm victims. Daily meetings held at the primary school were essential in matching volunteers with flood victims to clean up properties, recover what was salvageable, and quickly fill dumpsters with flood damaged materials. This quick response by the Select Board, Village Trustees, Town Manager, Public Works Officer and all the employees of the Town and Village mitigated the health hazards related to the flood waters. The long hours of work, and the collective action of the community reflected the courage, good will, and resilience of Waterbury.

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Waterbury, to offer residents immediate assistance including helping people to find a place to live, money to rent temporary housing, financial aid to replace damaged appliances, and volunteers to repair their homes. ReBuild Waterbury raised nearly one million dollars and coordinated the work of 1000s of volunteers.

The Select Board and Village Trustees collaborated and jointly agreed to accept FEMA LTCR Planning Assistance. In November, 75 residents attended the Community Visioning session. They identified five sectors in need of assistance: a) Community Planning and Capacity Building, b) Economic Development, c) Energy, Efficiency and Transportation, d) Housing and Human Services, and e) Infrastructure and Flood Mitigation. In December, 120 residents participated in brainstorming to identify specific projects in each sector. Project Champions developed projects, and in February, 2012, over 400 residents voted on their top five project choices. The LTCR planned a Community Partners meeting in May to present the Waterbury Community Recovery Plan to public and private organizations to increase financial opportunities to complete recovery projects.

All LTCR meetings were advertised and open to the public. The use of a spreadsheet to map projects, possible funding sources, grants applied for, town funds allocated, and agencies that funding sources were valuable in keeping track of the large amounts of information and were updated as we learned of grant awards or denials.

In the wake of FEMA LTCR's departure in May 2012, the Waterbury Select Board and Trustees appointed a "Long-Term Community Recovery Steering Committee" to continue the recovery efforts. Looking back from June 2012 to present (November 2013), some procedural guidelines that seemed to help the flow of the LTCR steering committee meetings included:

- Select Board and Trustees adopted written purpose and guidelines for the LTCR Steering Committee, along with a defined 18-month term;
- LTCR Steering Committee had written agendas and minutes;
- LTCR Steering Committee was ably supported by the town manager, town planner, LTCR recovery director (EDA funded) and VISTA volunteer;
- LTCR Steering Committee met biweekly and, after about 12 months, monthly;
- LTCR Steering Committee held "all champions" meetings for the first 12 months as a way of keeping the project champions involved in the LTCR process; and
- LTCR Steering Committee's meetings were kept to one hour, to respect the busy schedules of many of its participants.

A highlight of this process was that it engaged a lot of individuals and groups of people to focus on their project goals. The process also helped attract talented people, and retain them, to work on their projects. Even if an initial project involvement through the LTCR process abated (e.g. the Bike Ped system), the engagement through LTCR was positive in creating community awareness at a very minimum.

A plus: collaboration between LTCR process and the Town/Village. Not only were there many successful grant awards for projects, but there was also the supporting engagement of the (LTCR) process with the Town. It was the LTCR process (and its leadership) that got the Town and Village to



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take the chance on attempting a formal economic development program.

A plus: the Steering Committee's organization and the establishment of the Guidelines. Recording and distributing minutes (including posting on the Town's website) proved very useful in keeping communication and information up-to-date. The leadership displayed throughout the entire process, and to the steering committee, was invaluable to the overall organization of the process.

Holding all Champions meetings were better received in the earlier months than in later months: as projects progressed and reporting at meetings was less of a priority, some projects wrapped up their efforts (e.g., ReBuild Waterbury), some were well underway (e.g., Housing), some changed directions (e.g., Food Systems), while others were put on hold (e.g., recreation plan, director). The early all Champions meetings were very helpful in providing communication between project champions to share experiences, progress, processes, sharing information regarding resources (especially concerning the CDBG process). Further, the early meetings were not only supportive to the Champions' progress, but also aided in keeping motivation high.

A plus: The leadership of the LTCR was essential in helping community members make sense of the CDBG funding opportunities.

A plus: Prioritizing the need for a Recovery Director and Vista Volunteers.

In addition, a report was completed by two college students for ReBuild Waterbury on Lessons Learned during the immediate recovery efforts from Irene. Excerpts from the report are below:

### ***Conclusion: Things that worked***

*When Irene tore through Vermont the residents of Waterbury launched a response to rebuild their community. This research has collected the key lessons learned from that response effort in an effort to help inform future disaster response in Waterbury and other communities. Although no two communities are alike, we feel there is information gleaned from Waterbury that is transferable to other communities. We discuss five recommendations for communities faced with a disaster below:*

- *Choose a central meeting place, time, and day, and use it regularly: In Waterbury, the Thatcher Brook Primary School was used for regular meetings every day at 3pm. Other communities may not need daily meetings, or may need to hold two or more meetings per day. What's important is to choose a central, safe, and easy to access location at which to hold frequent meetings to ensure regular communication.*
- *Select a form of mass communication and use it regularly: Hand-delivered paper flyers and updates on the local radio station provided regular communication in Waterbury. Choose a form of communication that people can access easily and use it regularly to update community members about the response effort in your community.*
- *Maintain regular and open communication with surrounding communities and organizations: Decision made in neighboring communities and by local organizations (both non-profits and state agencies) can affect the response effort in your community. Maintaining open and regular communication with surrounding communities and organizations will contribute to collaboration on a larger scale.*
- *Embrace collaboration: In Waterbury, pre-existing social capital contributed to effective collaboration. Not all communities have high stocks of pre-existing social capital, but effective*

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*collaboration will still be important. Stressing the importance of collaboration within and with outside organizations and addressing challenges early will help the response effort run smoothly.*

- *Prioritize needs: Every community is different and so is every disaster. In Waterbury, the needs of affected individuals rose to the top of the priority list. The needs of your community will depend on a myriad of factors. It is important to identify and prioritize both critical and emergent needs and address them accordingly.*<sup>6</sup>

Overall, the LTCR process went well and provided guidance on where to focus time, energy and resources. Significant progress was made through the planning process and the Steering Committee's dedication to stay on task.

### Recommendations for Improving the LTCR Process

As helpful as the LTCR process was, our group has compiled suggestions and thoughts on how the process could be improved if and when the next event occurs. These suggestions focus on the first six or seven months of the LTCR process, from November 2011 to May 2012, when FEMA was on the ground in Waterbury helping with the planning phase.

1) Orientation Materials. It would have been beneficial if FEMA staff had provided hard copies of the 110-page FEMA publication "Long-Term Community Recovery Planning Process: A Self-Help Guide" (December 2005) at the very outset of the LTCR process. This document was available online, but many didn't have access to this version. Being able to easily share this document with community leaders, project champions, and staff would have dispelled some of the misunderstanding in the community about the role of FEMA and the purpose of the planning process.

2) Overstaffing at the FEMA level but only as resource personnel. Waterbury is a small community of 5,000 people. We have a very small municipal staff of roughly 3 professionals, 5 office employees, 10 highway crew members, and a small library staff. The municipal staff and volunteers desperately needed help managing the immediate recovery.

- The FEMA LTCR staff was directed to advise us, but not to do any direct work for us. At one point there were 7 or 8 FEMA LTCR advisors in Waterbury, dedicated either full or half-time to our planning process. Although highly qualified, they were not allowed to do substantive work. This was extremely frustrating, as we really could have benefited more from a budget with which to hire staff to do our work. In addition, two FEMA staff members spent most of their time on logistics, which was not as necessary in such a small community.
- FEMA LTCR staff were present in addition to approximately 10 FEMA staff at the Emergency Operations Center, 2 staff advising ReBuild Waterbury, 2 staff working on outreach, 2 media staff, and a myriad of others. In future emergencies, local communities would benefit from

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<sup>6</sup> Rebuild Waterbury: Lessons Learned From Six Weeks of Research on the Response to Irene In Waterbury Vermont, 2012, Megan Norris, Green Mountain College and Kimberly Coleman, University of Vermont, pages 8-9

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fewer FEMA LTCR staff and, instead, a budget for paying local staff and volunteers who are able to accomplish vital tasks.

3) List of Foundations. As an example of unnecessary FEMA effort, one of the FEMA staff spent a huge amount of time putting together a resource list of foundations. While some of our project champions did reach out to non-profit foundations for funding, none of them used the FEMA-created list of foundations. Furthermore, we already had access to a local Vermont fundraiser who was well-versed in which foundations were most likely to give money to our projects. Much money could have been saved, and more fundraising accomplished, by simply paying this fundraiser to meet with our project champions.

4) Better communication. Communications about projects and costs would have been helpful. There were differing visions of what the recovery would look like. Some residents thought things should be fixed up and put back just the way they were before the flood. For example, many wanted the municipal offices to be returned to the same building even though it was virtually destroyed by the flood, and was too small and not ADA accessible before the flood. Others saw the flood as an opportunity to rebuild better, to improve the economic opportunities of the downtown, provide more energy efficient buildings, and flood mitigation since much of Waterbury Village is in the flood plan.

5) Better Outreach. The LTCR process was transparent and information was posted on the Town web site as well as news articles following local official meetings that went to each household, but many people were unaware of what some of the activities were, such as flood studies and possible plans for flood mitigation. A coordinated and consistent information campaign, using the local radio station, Front Porch Forum, perhaps monthly or quarterly e-news letters or mailed newsletters might have helped keep people be more engaged and informed.

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## Long-Term Recovery Implementation Plan

Capability elements typically include: equipment, planning, organization, personnel, process and/or training.

Observation	Recommendation	Capability Element	Responsible Entity	Completion Date
<b>1. Orientation Materials</b>	a. Provide hard copies of the 110-page FEMA publication "Long-Term Community Recovery Planning Process: A Self-Help Guide" (December 2005) at the very outset of the LTCR process.	Planning	FEMA	At time of next disaster
<b>2. Overstaffing of FEMA Personnel</b>	a. Provide a core group of qualified individuals for guidance AND funds to hire local staff to complete the necessary work.	Organization	FEMA	At time of next disaster
<b>3. List of Foundations</b>	a. Provided funds for a local fundraiser	Organization	FEMA	At time of next disaster

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Observation	Recommendation	Capability Element	Responsible Entity	Completion Date
<p><b>4. Better Communication</b></p>	<p>a. Communication about projects and costs would have been helpful. There were differing visions of what the recovery would look like. Some residents thought things should be fixed up and put back just the way they were before the flood.</p> <p>b. Outreach: A coordinated and consistent information campaign, using the local radio station, Front Porch Forum, perhaps monthly or quarterly e-news letters or mailed newsletters would be helpful.</p>	<p>Process</p>	<p>Waterbury Long-Term Recovery Team</p>	<p>Currently and ongoing</p>
<p><b>5. ReBuild Waterbury Organization</b></p>	<p>a. ReBuild Waterbury is dormant but could be reactivated if and when the next large disaster occurs. In the meantime it is hoped that the Good Neighbor fund could manage smaller individual cases as they arise.</p>	<p>Organization</p>	<p>Revitalizing Waterbury and Good Neighbor Fund</p>	<p>Ongoing</p>



## Appendix A

### Long Term Community Recovery Steering Committee Guidelines

**Mission:** To assist the Town and Village of Waterbury in achieving those projects identified in the Waterbury Long Term Recovery Plan dated May 2012. The LTCR Steering Committee will dissolve as of December 31, 2013 unless its mission is extended beyond that date by the appointing bodies.

**Members:**

- The Select Board may appoint up to 2 select board members.
- The Trustees may appoint up to 2 trustees. Insofar that 2 trustees constitutes a quorum of that board, it is understood that the trustees who are members of this committee cannot bind the Board of Trustees to an action unless the meeting is warned as a Board of Trustees' meeting.
- The Library Commissioners may appoint 1 library commissioner.
- The Select Board and Trustees may jointly appoint up to 3 members of the public.

**Administrative Support:**

- The municipal manager and community planner will attend the LTCR steering committee meetings and provide administrative support as needed.

**Responsibilities of the LTCR Steering Committee Members:**

1. Attend weekly one-hour LTCR steering committee meetings to monitor and provide guidance regarding the 22 LTCR projects. Meetings are generally held on a weekday at 4:00 PM.
2. Attend monthly one-hour LTCR project champion meetings (Thursdays @ 5:30).
3. Interview applicants for Economic Recovery Director (ERD) and Community Economic Development Director (CEDD), and make hiring recommendations to the select board, trustees and municipal manager.
4. Provide guidance to the Economic Recovery Director (ERD) and Community Economic Development Director (CEDD).
5. Assist in prioritization of needs and allocation of municipal resources.
6. Serve as liaison to the Select Board, Trustees and Library Commissioners in exercising their oversight responsibilities for the ERD and CEDD.
7. Follow up with project champions to assess needs and provide support.

**Procedural Guidelines:**

- The LTCR Steering Committee shall warn its meetings and take minutes.
- A quorum shall consist of 3 LTCR Steering Committee members. A majority of the quorum can take an action.
- The LTCR Steering Committee members shall not receive any financial compensation for their service on this committee.
- The LTCR Steering Committee shall elect a chair and a secretary.

## Appendix B

### Timeline: Municipal Complex Priority Project 2011-2013

- November 2011     The Long Term Community Recovery (LTCR) Process was initiated. On November 30, a large group meeting was held at Green Mountain Coffee Roasters facilities. On December 15, 2012, another meeting was held at Thatcher Brook Primary School and the Trustees receive an estimate of \$435,844 from DEW Construction Corporation for the cost of returning 51 So Main Street to “as was” pre-flood condition.
- January 2012     Each of the five sectors met two times, and on February 16, 2012 a recovery fair was held at TBPS. Here, the collocation of the library and municipal offices got the highest number of votes. The following week, on February 21, the Select Board and the Trustees jointly ranked the collocation of the library and municipal offices as a project with high flood recovery value. On May 3, 2012, the Partners met with federal and state officials.
- March 2012     The State of Vermont announced it would construct a new office building and return state employees to Waterbury. The State indicated that it would be willing to sell Stanley and Wasson Halls to Town of Waterbury. The Village engaged Steve Roy of Wiemann Lamphere Architects to study options for 51 South Main Street. Village and Town asked Wiemann Lamphere Architects to extend study to include 28 North Main Street and Stanley/Wasson Halls. Total budgeted cost was set at \$15,000.
- March 2012     The Town also began drafting a grant application for \$140,000 from the Economic Development Administration for a Recovery Director (\$122,000 in EDA funds with a \$18,000 match from Village UDAG funds). This application was completed in June 2012 and awarded in September 2012. The RFP process was completed in November and Barbara Farr of Armada began working in January 2013.
- April 2012     To determine potential site options for a new municipal building, Wiemann Lamphere Architects presented sketches of 9 options to Select Board, Trustees and Library Commissioners.
- May 2012     The select board, village trustees and library commissioners (Tri-Board) shared their priorities for new space. Based on boards’ priorities, and the analysis conducted by Wiemann Lamphere Architects, the three boards unanimously decided to move forward with Stanley Hall site. Boards decided to meet weekly to move project forward.
- Town officials began meeting with Vermont state officials at Department of Buildings and Services to negotiate a “letter of interest” for CDBG-DR grant application. (We sent the State a letter of interest on October 11, 2012.)

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May 2012	The Town and Village of Waterbury and the Central Vermont Regional Planning Commission (CVRPC), released Waterbury's Draft Local Hazard Mitigation Plan. CVRPC guided the plan's development process, which included several meetings, a thorough document review of Town/Village data, and guidance from FEMA disaster recovery experts. As of December 2013 the plan has been formally adopted and approved by the town and FEMA respectively, includes action steps to avoid and recommendations to mitigate against future flooding.
July 2012	The Town engaged DeWolfe Engineering to analyze structural integrity of Stanley Hall building, which would help the town determine whether to demolish or renovate.
August 2012	The Town drafted CDBG-DR \$100,000 planning grant to pay for architectural services for collocated municipal building and library. A public hearing was held in October. Grant awarded in November 2012. (Draft design for a new building is necessary before Town can apply for \$1,000,000 CDBG-DR construction grant.)
September 2012	Town drafted RFP for architect services to develop design for new construction at Stanley and Wasson Halls site. (Responses due October, Interviews with 4 architectural firms in November, Grant awarded in early-November, Black River Design started in January 2013).
February 2013	Black River Design Architects started meeting with municipal staff and board members to define program needs. Square footage reduced from 28,000 sf to 18,600 sf (2/22/13, 4/1/13, 5/7/13 Tri Board Minutes).
March 2013	Two public design meetings with Office of Robert White (ORW a/k/a Bob White) to discuss Stanley and Wasson Hall site. (3/7/13 & 3/25/13).  Survey to gauge support for bond vote. Survey was available online at Survey Monkey and in paper. (3/18/13 Tri Board Minutes)  Town officials began negotiating a purchase and sale agreement with state officials for the Stanley and Wasson Halls site, which was completed in May 2013. (3/18/13 Tri Board Minutes).
April 2013	Town submitted CDBG-DR \$1,000,000 construction grant for collocated municipal building and library. Grant was awarded in May 2013.
May 2013	Boards enter into the following memoranda of understanding (MOUs): <ul style="list-style-type: none"><li>▪ Select Board, Library Commissioners, Historical Society (5/20/13) (Historical Society agrees to donate \$100,000 to Town in return for 350 sf dedicated storage space and 450 sf shared display, work and reading space).</li><li>▪ Select Board and Library Commissioners (5/13/13) (Library agrees to donate \$1,000,000 to Town for 7,000 net sf for library).</li></ul>

## **Long-Term Community Recovery Steering Committee After Action Report November 11, 2013**

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- Select Board and Trustees (5/13/13) (Trustees agree to donate \$550,000 to Town for 1,800 net sf for police). As of October 28, 2013, the Village Police will most likely not be a part of the new municipal complex.
- Select Board warned \$5 million bond vote for 6/27/13, which failed on a vote of 570 in favor and 742 opposed.

July 2013	Boards created a Municipal Building Committee of the Select Board, Village Trustees and library commissioners, plus one member from the Historical Society and 6 public members, to consider options for a new bond vote. Committee term expires 3/5/14.
August 2013	Municipal Building Committee drafted and advertised a Request for Proposals to evaluate the Janes House, the Old Armory building, and the Stanley-Wasson site.
September 2013	Municipal committee sent a community questionnaire to all Waterbury registered voters. The 939 received questionnaires were inputted and a report was generated. Wiemann Lamphere Architects were selected to perform the site option study for the municipal building complex.
October 2013	The questionnaire report and site feasibility study was presented at two public informational meetings. Based on questionnaire findings and concerns at the public informational meeting, the Armory was removed from the site list and the Village Police Department was removed from the project.
November 2013	Municipal Building Committee selected the Janes House and adjacent land as the site for the municipal complex. An RFP subcommittee was formed to solicit proposals to build on the site. An Outreach Subcommittee was formed to work with the nearby neighborhood on local concerns.

## Appendix C

### Waterbury Long-Term Community Recovery (LTCR) Project Report November 2013

On November 15, 2011 the Town of Waterbury Select Board and the Waterbury Village Trustees held a joint meeting and voted unanimously to accept FEMA Long-Term Community Recovery (LTCR) planning assistance. Following that resolution a Community Visioning session was held on November 30 to develop community goals and a vision for the 5 to 10 year recovery effort. Seventy-five Waterbury residents participated in the session. During this session the Waterbury community discussed needs and opportunities in the six sectors identified by the FEMA LTCR Planning Process: 1) Community Planning and Capacity Building; 2) Economic Development; 3) Energy, Efficiency, and Transportation; 4) Housing and Human Services; 5) Infrastructure and Flood Mitigation; and 6) Parks and Recreation.

A second public meeting, on December 14, 2011 hosted 120 participants and served as a “project brainstorming session” during which the community identified individual recovery projects within each sector. A project “champion” was selected to spearhead each of the chosen projects. Project champions worked independently and with their sector groups to further develop recovery projects and presented their ideas at a project champions meeting on January 18.

After a month of project development work, project champions presented 22 projects at the Community Recovery Fair on February 16, 2012 to gather citizen input and endorsement. Over 400 community members attended this event and voted by Australian ballot for their top five project choices.

The following week, the Town Select Board and Village Trustees utilized the community feedback to help prioritize projects according to their importance to Waterbury’s recovery. The Waterbury LTCR Plan incorporates all of the projects and provides possible funding source information that serves as a roadmap for the community’s long-term recovery efforts, which will be executed over the next several years. The long-term community recovery process culminated with a Community Partners Meeting, on May 3, 2012, during which the Waterbury LTCR Plan was presented to federal, state, regional, and local government representatives as well as foundation/non-profit representatives in an effort to increase project funding opportunities.

In the summer of 2012, the Select Board and Trustees appointed members to the Waterbury Long-Term Community Recovery Steering Group. The current members are: Rebecca Ellis (chair), Natalie Howell (vice chair), Margaret Luce, Fauna Hurley, Monica Callan, and Rebecca Washburn. The steering committee currently meets bi-monthly. The LTCR Steering Committee is supported by municipal staff Bill Shepeluk and Steve Lotspeich, as well as by LTCR Director Barbara Farr and AmeriCorps VISTA Lauren Oates and former VISTA Eva Loomis.

The LTCR met weekly through 2012 and as of January 2013 began to meet twice per month, alternating with select board meeting dates. In the summer of 2013, the LTCR began meeting monthly due to projects being completed on their own or staff/consultants supporting the projects between select board and LTCR meeting dates. The appointments to the LTCR Steering Committee continue through



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December 2013 and will sunset at that time. This report has been compiled to document the major milestones throughout the process and to bring closure to the long-term recovery process although there is still much to do.

The following is a summary of the status of each of the LTCR projects.

### **Community Planning and Capacity Building**

#### ***Construct New Municipal Complex***

A tri-board consisting of the Select Board, Trustees and Library Commissioners selected the architectural firm Black River Design Architects to assist with the design of a new municipal complex and to assess the feasibility of Stanley and Wasson Halls at the Waterbury State Office Complex for this project. Black River Design worked with library, police, municipal staff, and the historical society to determine space and programming needs. They also determined the feasibility of the Stanley and Wasson Halls sites on the Waterbury State Office Complex property.

Following the failed bond vote on June 27, 2013 a new group was formed called the Municipal Building Committee (MBC). The MBC is comprised of the select board, village trustees, library commissioners, a representative from the historical society and six citizens. A community questionnaire was sent to all registered voters to help determine future preferences for the new municipal building. Wiemann Lamphere Architects were chosen to provide conceptual designs and cost alternatives to three narrowed down sites: the library and the 1.5 acres behind it; the Old Armory Building; and, the Stanley/Wasson Halls site. As of October 28, 2013, the Municipal Building Committee voted to recommend to the select board that the police department not be included in the new municipal complex. Two public informational meetings were held to review community questionnaire results and review site options.

- Town of Waterbury was awarded \$100,000 in Community Development Block Grant – Disaster Recovery (CDBG-DR) planning funds from the State in November 2012.
- Town of Waterbury was awarded \$1 million in CDBG-DR implementation funds from the State in May 2013.
- The \$5 million bond vote failed on June 27<sup>th</sup>. In response, the Waterbury Municipal Building Committee has been formed with the Tri-Board, one historical society representative and 6 community members to manage next steps for bonding for the construction or renovation of space for the new building.

#### ***Utilization Study for 51 South Main Street***

51 South Main Street has been stabilized from flood damage and fuel oil contamination and the Trustees have made the decision to not repair or restore the building at this time because it does not offer adequate space for present or future municipal functions.

- Project champion Skip Flanders and Trustees have accepted an insurance settlement of \$348,675.20, which is 80% of the depreciated value and is paying to heat 51 S. Main St. and pay rent for the relocated Police Department.
- The Village's Project Worksheet request to FEMA for 51 South Main Street, which would have resulted in additional funds for an alternative site, was turned down.

## **Long-Term Community Recovery Steering Committee After Action Report November 11, 2013**

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- Presently, the Trustees are in the process of reviewing responses to a request for proposals regarding the old municipal building. The Municipal Building Committee has decided not to submit a proposal.

### ***Village Police Facilities***

The Village Police are currently located at 46 South Main Street with a 2-year lease on the space through June 1, 2014. The police department was actively involved in conversations with Black River Design Architects to ensure that their space and programming needs are met at the new Municipal Civic Complex, and continues to be included in designs that the Municipal Building Committee and Weimann Lamphere Architects are working on. As of October 28, 2013, the Municipal Building Committee voted to recommend to the select board that the police department not be included in the new municipal complex.

### ***Assistant Municipal Planner***

Tropical Storm Irene placed new demands on the Waterbury Planning and Zoning Department. In addition to managing flood-hazard permits for flood-impacted buildings, the department must also consider zoning changes to the State Office Complex. The town and village would also like to take this opportunity to explore questions such as: “How can the growth center for Waterbury Village expand and re-develop, avoid the hazard areas that are prone to flooding and other natural disasters, while maintaining a compact growth area surrounded by more rural areas.” The corollary to this is: “How can we maintain the historic buildings and other public resources, such as public greens and parks that are located in flood prone areas of the Village of Waterbury, and sustain our downtown over time.”

- Several part time positions assisting with the flood recovery are helping reduce the demands on the town planner, project champion Steve Lotspeich.
- The Village of Waterbury has received \$40,000 - \$50,000 in in-kind services from the Vermont Downtown Program for the creation of a Master Plan, which will be carried out by consultant Tripp Muldrow and team.

## **Economic Development**

### ***Business Resource Center***

**Waterbury Area Development Corporation (WADC):** Darren Winham of Darwin Dynamic Solutions has been hired through a request for proposal and interview process to retain and strengthen existing businesses in Waterbury and attract new businesses to the area.

- The Town has contributed \$100,000 and the Village \$56,000 in Village UDAG funds to cover this 18-month contract.
- As Economic Development Director, Darren reports to the LTCR Steering Committee, Select Board, and Trustees monthly for the duration of his contract (18 to 24 months). In addition to meeting with investors and business owners in the area, he is working to obtain additional parking for the municipality.

### ***LTCR Director***

Barbara Farr of ARMADA LTD was hired in January 2013 to manage the LTCR projects, with the Municipal Civic Building being her top priority.

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- This position is funded by a U.S. Economic Development Administration (EDA) grant of \$122,000 and \$18,000 in Village UDAG funds. Her contract part time for 14 months. She reports to the Municipal Manager and the Long-Term Community Recovery Steering Committee.
- This position works on several of the LTCR projects (particularly the Municipal Civic Building project), developing a grants management system to track the municipality's grants, communicating regularly with state and local officials and Waterbury community project representatives, and searching for grant and funding opportunities for identified and prioritized projects.

### ***AmeriCorps VISTA***

Eva Loomis joined the LTCR efforts in September. Her year-long position, funded with \$7,000 from the Town's budget, was to support the 22 LTCR projects through grant writing and community relations. Eva's position came to a close in late August and Waterbury's second VISTA, Lauren Oates, came on board in early September. She reports to the Community Planner.

- Like Eva, Lauren has been working on several of the LTCR projects (including the Municipal Civic Building project) and the Pomegranate Project Gathering Space project, which is a community improvement project outside of the LTCR Plan. Additionally, Lauren is active in various floodplain management projects.

### ***Business Case Manager***

This position has been filled through a request for proposal process by Lucinda Newman, who works a total of 10 hours per week: 4 in Waterbury and 6 in the Mad River Valley, consulting with small businesses in the area.

- This position is managed through an agreement with the Central Vermont Community Action Council (CVCAC). The payment for services is \$28,000, of which \$18,000 is from the EDA grant and \$10,000 is from the Town's CDBG revolving loan fund. The agreement is for up to 18 months.
- To date, Lucinda has provided business development and technical consulting services to six Waterbury businesses and ten businesses in Moretown, Northfield, and Waitsfield. In Waterbury, she's approached six businesses directly about her free business consulting and coaching services. The types of information that she has actively addressed or discussed includes income tax issue resolution; business vision and re-visioning; financial development (including grant opportunities).

### ***Retail Market Study and Community Image Building***

Project champions Jeanne Kirby, Laura Parette and Cindy Lyons along with Revitalizing Waterbury (RW) have worked tirelessly on an ongoing economic development project with Arnett, Muldrow & Associates. This project culminated in a Retail Market Analysis and a branding and marketing strategy, which will contribute greatly to the success of the LTCR project.

- RW secured \$14,000 in grants from Green Mountain Coffee Roasters, Northfield Savings Bank, Ben & Jerry's Community Action Team and the Waterbury Tourism Council. RW has contributed staff, consultant and volunteer time and supporting funds to project coordination.
- A successful Waterbury Community Branding Reveal was held on January 24, 2013, with a follow-up meeting in March.

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- The Town allocated \$5000 in its FY 2013 budget specifically for this branding implementation work, which has enabled Laura Parette to work with local businesses to incorporate elements of the branding toolkit into their promotional material. The two primary work products, the final Market Retail Report and the Branding Identity Guidelines, can be found on RW's website (revitalizingwaterbury.org).

### *Food Systems Development*

Project champion Erica Campbell and her fellow Waterbury-Duxbury Food Council member Chelsea Bardot Lewis are working with Revitalizing Waterbury on elements of the branding initiative related to food systems development. The Food Council has also been working with the Mad River Food Hub on a USDA grant within the Washington West Supervisory Union to increase the amount of local food served in area schools. The food council is also doing other initiatives related to education and community gardening.

### *Across Roads Center for the Arts*

In November of 2012, Across Roads merged with the 20-year efforts of Waterbury Arts and Cultural Center, and by spring of 2013, FEMA Project Champion, Monica Callan, and the growing board of Across Roads Center for the Arts, orchestrated a whirlwind private fundraising campaign securing both money and town-wide support to build a physical hub of regional arts efforts in Waterbury. Unfortunately, two separate applications (November 2011 & April 2012) to the state for CDBG-DR planning funds were denied (although completed with considerable in-kind and cash funds, including those from the Town and Village). Despite this lack of reward, Across Roads continues to thrive and maintain a strong community presence through participation in community arts events such as: presenting annual education awards to area schools, sponsoring arts programming in the community, hosting quarterly Creative Socials, celebrating in Waterbury's Fourth of July festivities, taking part in Waterbury Arts Fest and Art in the Alley programming, etc. In September, 2013, direct language from the Across Roads' final CDBG-DR grant was included in the 2013-2018 Draft Waterbury & Village Municipal Plan, fortifying the arts as an essential component in Waterbury's Long Term Community Recovery and ongoing community vitality. Rachael Sophrin (Pres) and Monica Callan, (VP) attended the Vermont Preservation Trust's two-day workshop on the Arts and Industrial Preservation, which relates directly with their potential partnerships and their efforts to create a physical regional center for the arts. At the time of this End of Action report, Across Roads is sending an artist to the 2012 Vermont Arts Summit, sponsoring MOXIE Productions' "America's Favorites" Reading Series, which runs until May 2014, as well as facilitating arts efforts and professional development opportunities for artists in the area. They are also planning their annual fundraising event, ARToberFest, a celebration of Art, Music, Performance, and Beer for October 2014. Across Roads continues to explore infrastructure expansion and options to build programming and partners, while actively promoting their mission to facilitate and promote activities and provide the community with a regional arts facility in the Waterbury for the creative and performing arts. More information can be found at [www.acrossroads.org](http://www.acrossroads.org).

## **Energy, Efficiency, and Transportation**

### *Bicycle/Pedestrian System, Welcome Center, and Wayfinding*

Project champions Jane Brown, Bill Minter, and Duncan McDougall have separated out the Welcome Center, & Wayfinding from the Bicycle and Pedestrian System project following the FEMA and community summit meeting in Spring 2012 because the projects have a different focus.

- Waterbury in Motion has continued with the bike and pedestrian project, including efforts to provide a bike connection to Crossett Brook Middle School. The Central Vermont Regional Planning Commission assisted Waterbury, Duxbury and Moretown in hiring a transportation consultant to analyze the intersection at Route 2 and Route 100 near Juniper's Fare in Moretown. Waterbury in Motion participated in this study.
- Waterbury in Motion also provided input in fall 2012 to the Vermont Agency of Transportation during the design phase of the Main Street Reconstruction Project.
- Planning for a Wayfinding signage system was part of a Rockefeller grant application RW submitted in fall 2012 for the Welcome Center & Wayfinding portion of this LTCR project. RW was not awarded this grant.
- Wayfinding signs will be integrated with the community branding recommendations. Tee Corker from Arnett Muldrow and Associates will visit Waterbury October 15-16, 2013 to conduct a Wayfinding Sign exercise and identify key locations which adhere to local, state and federal regulations. Tee will give a complete report on recommendations later in the year.

### *Center for Resilient Technology and Development*

The Resilient Vermont Project, as it's called, now has a home with champion Liz Schlegel at the Institute for Sustainable Communities. This 18-month project aims to increase Vermont's ability adapt and become more resilient to disasters and changes in the state. For more information, please visit <http://www.iscvt.org/news/toward-a-more-resilient-vermont/>.

### *Waterbury Community Energy*

A proposal for CDBG-DR funds for a feasibility study submitted by champions Luke Shullenberger and Katherine Vose to heat the State Office Complex in November 2012 was unsuccessful. Luke's company, Green Lantern Development, submitted a proposal in response to the state's RFP regarding a private development of a new heating plant at the State Office Complex and was not awarded the contract.

### *Create Sustainable Transportation System*

No update at this time.

## **Housing and Human Services**

### *Hunger Mountain Children's Center (HMCC)*

Currently located in temporary space in Waterbury Center, HMCC plans to acquire 121 and 123 South Main Street properties from the State and renovate them for operation in early 2014.

- Project champion Lisa Scagliotti submitted a CDBG-DR grant application and in April 2013 HMCC was awarded \$450,000 in implementation funds, with the stipulation that HMCC meets LMI requirements (at least 51% of families served would need to be low or moderate income).

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- HUD has given its approval in the environmental review phase of the grant process. That enables HMCC and the State's Buildings and General Services Department to complete the purchase and sale agreement, which is currently in draft form. The P&S should be complete and ready for the HMCC board to review and approve on July 24<sup>th</sup>.
- Next steps include completing grant requirements with the Agency of Commerce and Community Development by the October 1<sup>st</sup> deadline, finalizing the loan arrangements with USDA Rural Development, and preparing to submit permit applications to the town and state.
- In the meantime, architect Don Welch is finalizing the design plans and floor plans with teachers and staff.

### ***Affordable Housing Development***

Project champion Alison Friedkin and Central Vermont Community Land Trust (CVCLT) are planning a 27-unit affordable housing facility at Ladd Hall at the State Office Complex.

- The Vermont Housing and Conservation Board has committed \$650,000 in funding.
- In December, the Select Board committed \$100,000 of Town CDBG funds as a cash surplus note at an interest rate of 0% for a 25 year period.
- Trustees committed \$74,000 of Village CDBG funds at an interest rate of 0% for a 25 year period and to \$200,000 for the same project from UDAG funds at an interest rate of 2% over 20 years.
- In February 2013, CVCLT was awarded \$950,000 from the state in CDBG-DR implementation grant funds. Additionally, CVCLT received assistance from low income housing tax credits and Neighbor Works.
- There is a purchase and sales agreement in place and the project has received environmental review approval from HUD. The local permitting process is underway and the Act 250 permit application will be submitted by the end of October. The project is on track to start construction in early spring 2014. Occupancy will be Summer 2015.

### ***ReBuild Waterbury***

Theresa Wood, Mame McKee, and Dave Kerr have closed down ReBuild Waterbury (RBW) approximately 16 months after it was created. The group assisted 104 homeowners (with half of these cases involving construction projects) and tallied more than 10,000 volunteer hours put in on Waterbury and Duxbury's behalf since November 1, 2011.

- RBW raised \$994,463 thanks to donations, large and small, and their success was celebrated on January 26, 2013. For more information on RBW please visit <http://rebuildwaterbury.org>.
- Project completed as of 1/2013

## **Infrastructure and Flood Mitigation**

### ***Emergency Power Program***

Project champion Alec Tuscany is working on two emergency power generators, one for the emergency shelter at Thatcher Brook Primary School, the other for the well fields on Sweet Road.

- Cold Hollow Electric from Greensboro Bend, VT, submitted the lowest bid (\$90,986.00) for the emergency generator for Thatcher Brook Primary School (TBPS) and the delivery of the generator will be August 12, 2013. The project is expected to be complete September 1, 2013.



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Vermont Emergency Management will contribute 50% of the cost (\$45,493) and the Town will contribute the other half.

- The Water budget is paying for the well field generator. Both TBPS and well field generator projects expect to be completed this summer.

### ***Flood-Proof Main Wastewater Pump Station***

- In December the Village was awarded \$115,000 in CDBG-DR funds to flood-proof the Main Wastewater Pump Station.
- Village Water & Sewer Commissioners contributed \$34,270 from the Wastewater Funds and the Village contributed \$4,069 of in-kind match.
- A big package will go out once the award conditions, which have been submitted along with the 8-Step Environmental Review, are finalized. Alec Tuscani is the champion for this project.

### ***Waterbury Village Flood Study***

The flood study, championed by Select Board chair John Grenier, regional planning commission staff Daniel Currier, and engineering consultants Milone and MacBroom consists of two phases: a phase-one “choke study” and a phase-two “LiDAR study” (LiDAR is a remote sensing technology that measures distance by illuminating a target with a laser and analyzing the reflected light. It stands for Light Detection and Ranging).

- The Town and Village issued an RFP for the phase-one “Choke Study” in the summer of 2012, and hired Milone and MacBroom of Waterbury to conduct the scope of work. The extent of the project is along the Winooski River from the Ice Center to the Bolton Falls dam in Duxbury and Waterbury, approximately a 5-mile stretch of river that floods frequently. The project includes hydraulic modeling alternatives and possible options for reducing flood levels along U.S. Route 2 and within the Village of Waterbury. These floodplain barriers may be modified to reduce flooding in the downtown.
- Funding is \$11,250 from the Town; \$11,250 from Vermont Buildings and General Services; and \$7,500 from Green Mountain Power. Total cost of phase-one study is \$30,000.
- Dan Currier and the Central Vermont Regional Planning Commission have developed a phase-two study to gather detailed elevation data of Waterbury and the Mad River Valley. For this project, the Town is contributing \$2,500 towards the RPC’s cash match for its \$100,000 grant request.
- CVRPC will also apply for nearly \$3 million dollars of Hazard Mitigation Grant Program (HMGP) funds through FEMA for a phased engineering study and physical floodplain modification that will lower the 100 year floodplain.
- In July, Roy Schiff of Milone and MacBroom presented findings to Commissioner Obuchowski from the Vermont Department of Buildings and General Services. Next steps include discussions with the Harvey family and the Duxbury Select Board. The group has been holding regular meetings at Milone and MacBroom’s offices in Waterbury.
- Roy Schiff presented the findings of the Flood Study at a Select Board meeting in early November 2013. Milone and MacBroom continue to work with a private property owner in Duxbury for potential flood mitigation. Roy Schiff mentioned the Lake Champlain Basin study, which selected Waterbury has its Vermont case study town. This study will be carried out by Milone and MacBroom in 2014 and will generate more information regarding fluvial erosion hazard zones, floodplain mapping, etc.



## **Long-Term Community Recovery Steering Committee After Action Report November 11, 2013**

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### ***Floodplain Management Program***

Though not originally identified as one of the 22 long-term projects, the Floodplain Management Program (FMP) was formed in September 2013 in light of rising National Flood Insurance Program (NFIP) premiums. The FMP team has been meeting several times a week to identify potential funding sources to mitigate the effects of the NFIP rates for homes located in the floodplain. In November 2013, the FMP team will be submitting Hazard Mitigation Grant Program (HGMP) applications for up to seven homes whose residents are interested in elevating their homes above the 100-year floodplain. In addition to the HGMP applications, a CDBG-DR planning grant application will be submitted in early December 2013 to build capacity to help manage the FMP going forward. The FMP will also monitor the various ongoing studies in Waterbury, such as the four Central Vermont Regional Planning Commission projects (Ecosystem Restoration Grant, LiDAR Study, the Choke Study, and a CDBG-DR Planning Grant for hazard mitigation) and Milone & MacBroom's Lake Champlain Basin, USA Grant. Additionally, staff and consultants will work closely with the Planning Commission regarding re-writing Waterbury's Flood Hazard Area Regulations, creating Fluvial Erosion Zone maps, and implementing the Town's Hazard Mitigation Plan.

### ***Dac Rowe Flood-Proofing and Recreation Enhancement***

This project, championed by Alec Tuscany and Kane Smart, received \$63,800 from FEMA to remove debris from the recreational fields and repair fencing. This project is currently waiting on the findings of the Choke Study, which will determine if the fields should be connected to other floodplains and if action needs to be taken on fencing.

## **Parks and Recreation**

### ***Director of Recreation for Waterbury***

In the past, recreational offerings in Waterbury have been managed by volunteers and town officials. A need has been identified for a recreation director to facilitate recreation planning efforts, develop Waterbury's recreational resources, actively promote Waterbury as a recreation destination, and to provide a post-flood economic boost. This project, championed by Peg O'Neill, will help the Town continue to provide recreational opportunities for residents as well as explore more income-generating recreational programs for both locals and visitors alike.

- The Town has set aside \$10,000 for a part time director. A new director has been hired as of October 2013.

### ***Parks and Recreation Master Plan***

A parks and recreation master plan will assess and plan for Waterbury's current and future recreational needs and establish specific goals and policies to guide improvements to existing recreational resources. A master plan will include an analysis of the supply, demand, and needs for park and recreation facilities and services within the Town, and include a comprehensive assessment of existing public and private facilities in and around the Waterbury area. The Master Plan will also outline implementation strategies to help meet the challenges of providing high quality parks and recreational facilities.

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### ***Little River-Village Connector Trail Feasibility Study***

This project, championed by Becca Washburn, proposes to connect the Village and its bike trails with Little River State Park and its network of bike trails in order to provide an economic boost to the Waterbury area.

- In December, 2012 the Town was awarded \$30,000 in CDBG-DR funds for a feasibility study for the Little River-Village Connector Trail LTCR project.
- The Town is providing a \$3,000 in kind match.
- The Little River Steering Committee, consisting of eight members, has been formed and its first meeting was held in early July.
- The Steering Committee finalized and advertised a Request for Proposals, and is expecting all proposals in mid-November 2013. The Steering Committee will meet to review the proposals and select a consultant before December 2013.

### ***Pomegranate Center Gathering Space Project***

This project is not an official LTCR project, but it is a flood-recovery and community-improvement project. Designed by the community and with help from Seattle-based non-profit The Pomegranate Center, this project aims to create a space for people to celebrate, relax, play, socialize, and build social capital. Sponsored by Tully's Coffee, Green Mountain Coffee Roasters, and the Waterbury Municipality, this project is slated for the triangular slice of land to the left of the Pilgrim 5 Building on Railroad Street and proposes to have trails, a "rebar field" topped with solar lights, a small round stone amphitheater, and a wooden shelter with seats beneath it, among other things. This project (including state and local permits and definitive volunteer recruitment) is currently on hold until a lease between Pilgrim Partners and the Town can be signed. The Pomegranate Project may take on a "way finding" project to be completed in March 2014.

## Appendix D

### Other References and Reports

1. Waterbury Long-Term Recovery Plan, May 2012, created with FEMA assistance
2. Milone and McBroom Choke Study Report
3. CVRPC planning studies: LIDAR, FEH, HMGP
4. Waterbury Hazard Mitigation Plan, December 2012
5. Grant funds received, sources, amounts
6. Engineering Studies and Options on Stanley and Wasson Halls Sites – Black River Design, June 2013
7. Wiemann Lamphere Site Options Reports, 2012 and October 2013
8. ReBuild Waterbury After Action Report PowerPoint Presentation
9. Rebuild Waterbury: Lessons Learned From Six Weeks of Research on the Response to Irene In Waterbury Vermont, 2012, Megan Norris, Green Mountain College and Kimberly Coleman, University of Vermont
10. Archive of these and others reports/information on [www.Waterburyvt.com](http://www.Waterburyvt.com)
11. Community Survey Results March 2013 and October 2013 can be found on [www.Waterburyvt.com](http://www.Waterburyvt.com)