



# Overview of Recovery Issues

DR-4720-VT

November 20, 2023



FEMA



VERMONT

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# Executive Summary

The purpose of this Overview of Recovery Issues is to highlight the impacts of Severe Storms, Flooding, Landslides, and Mudslides in Vermont between July 7 and July 11, 2023, as well as the support the state and its residents in their efforts to recover and improve their resiliency for future disasters.

The Overview of Recovery Issues ensures the engagement of key stakeholders from FEMA programs, federal agencies (called Recovery Support Functions), the State of Vermont, and local partners.

More specifically, the purpose of this process is to:

- Recognize Vermont's issues, challenges, priorities, and areas of concern.
- Enable federal RSF partners to better scope and define their level of support.
- Inform and anticipate joint Vermont and Federal decision-making.

Vermont's history of multiple disaster events underscores the need for additional federal assistance, especially considering the state's vulnerability to severe storms and flooding. Vermont has experienced a series of emergency and major disaster declarations in recent years, necessitating a proactive and comprehensive approach to recovery.

To address disaster recovery needs, Vermont has appointed a Chief Recovery Officer to lead and coordinate flood recovery efforts for the state. Effective collaboration and a focus on capacity building at the regional and local levels will be key to achieving equitable, risk-resistant, and resilient recovery outcomes.

Following the Overview of Recovery Issues, the recovery partners will work on developing a recovery support strategy, including strategies, plans, actions, resources, and timelines to support Vermont in its recovery and resiliency efforts.

# Current Situation

## 1. Background

Between July 7 and July 21, 2023, Vermont faced the onslaught of severe storms, relentless heavy rainfall, and devastating landslides and mudslides. The initial damage resulted from two rounds of severe storms. The first occurred from July 7 to July 8, 2023, with continuous heavy rainfall persisting. This deluge saturated the soil with a high moisture content, leading to widespread landslides and mudslides that inflicted significant damage on structures, residences, transportation networks, and bridges in rural Vermont. The incident period was extended to account for additional impacts through July 21. A second round of storms affected Addison County in early August, triggering a request for an additional Presidential Disaster Declaration. Recovery efforts for both events are being rolled into this joint interagency recovery mission.

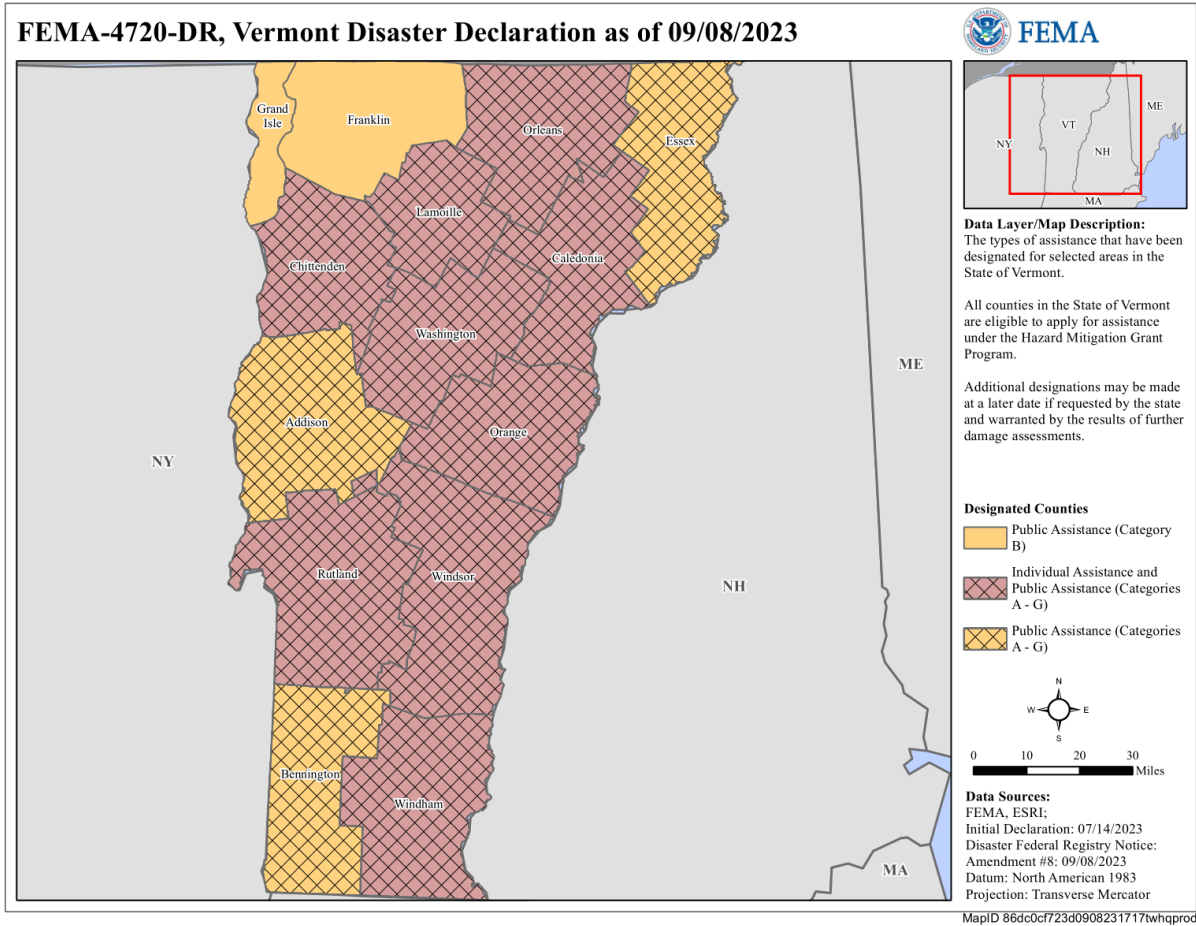
The impact of this disaster was substantial, affecting the state's infrastructure, economy, and population. The losses experienced by individuals, farmers, businesses, and public infrastructure are expected to have a cascading effect on Vermont. The agricultural sector, in particular, bore the brunt of the disaster, with flooding and concerns over potential contamination disrupting farmland and crops. This disaster also struck during Vermont's crucial summer tourism season, posing additional challenges to the economy as it tried to accommodate an influx of visitors. According to FEMA's geospatial assessments and data modeling, the damages were widespread across the state, potentially impacting 2,298 structures, with 932 of them being residential.

## 2. Major Disaster Declaration

On July 14, 2023, President Biden issued a Major Disaster Declaration for the state of Vermont in response to the severe storms, flooding, landslides, and mudslides that had afflicted the state. The disaster declaration unlocked federal disaster assistance to supplement state, tribal, and local recovery efforts in the affected areas. DR-4720-VT encompasses Public Assistance Category B (Emergency Protective Measures) available in 14 counties, while Public Assistance Category A (Debris Removal) and Categories C-G (Permanent Work) are available in 12 counties. Individual Assistance is eligible in nine counties, and the entire state qualifies for the FEMA Hazard Mitigation Grant Program (HMGP) to address long-term risks from natural hazards. The Incident Period for this event spans from July 7, 2023, to July 21, 2023.



# Declaration Map

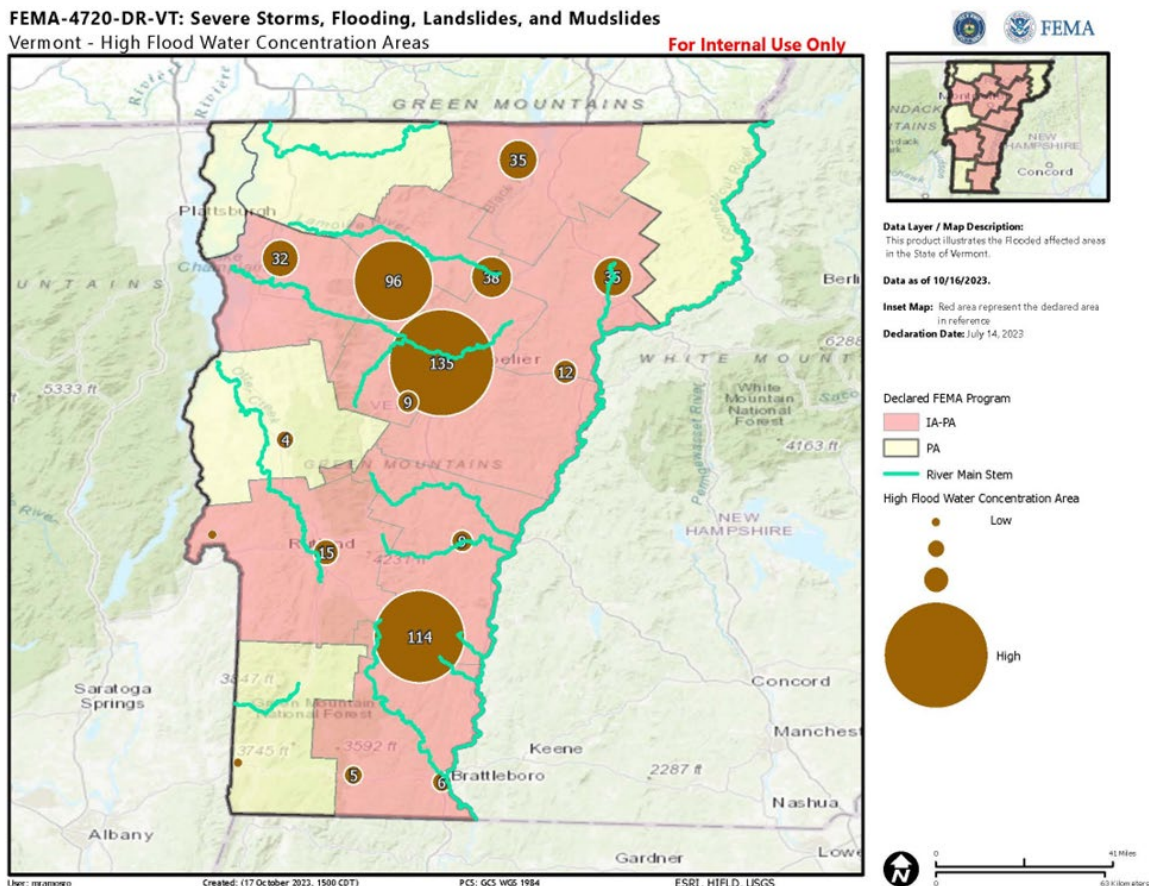




# Geographic Areas of Interest

Identified through a Community Analysis Tool (CAT) review and ongoing conversations, the following are the areas of potential concern for DR-4720-VT. The areas of interest are considered to have a high vulnerability, low capacity to recover independently, and high impact post disaster. 11 communities in 7 counties.

COMMUNITY	COUNTY	TOWN/VILLAGE
Barre City	Washington	Barre City
Barton	Orleans	Barton Town, Barton Village, Orleans Village
Berlin	Washington	Town of Berlin
Cambridge	Lamoille	Cambridge Town & Village, Jeffersonville
Hardwick	Caledonia	Town of Hardwick
Johnson	Lamoille	Johnson Town & Village
Londonderry	Windham	Londonderry Town
Ludlow	Windsor	Ludlow Town & Village
Marshfield	Washington	Marshfield Town & Village
Plainfield	Washington	Plainfield Town
Williamstown	Orange	Town of Williamstown



# Vermont Recovery Taskforces (RTF's)

Recovery Taskforce	Recovery Support Function Alignments
<b>Agriculture Restoration Recovery Taskforce</b>	United States Department of Agriculture (USDA) Advisor - Lead  Economic Recovery Support Function  Natural and Cultural Resources Recovery Support Function
<b>Economic &amp; Community Development Recovery Taskforce</b>	Economic Recovery Support Function  Community Assistance Recovery Support Function
<b>Health &amp; Medical Services Recovery Taskforce</b>	Health and Social Services Recovery Support Function
<b>Historic &amp; Cultural Restoration Recovery Taskforce</b>	Natural and Cultural Resources Recovery Support Function
<b>Housing Recovery Taskforce</b>	Housing Recovery Support Function
<b>Individual And Family Needs Recovery Taskforce</b>	FEMA IA & VAL – Lead  Community Assistance Recovery Support Function  Health and Social Services Recovery Support Function
<b>Infrastructure &amp; Environmental Restoration Recovery Taskforce</b>	Infrastructure Systems Recovery Support Function  Natural and Cultural Resources Recovery Support Function  FEMA PA - Support
<b>Volunteer &amp; Donation Management Recovery Taskforce</b>	FEMA IA & VAL – Lead  Community Assistance Recovery Support Function

# Definition and Purpose of RSF's

**Source: National Disaster Recovery Framework (NDRF)**

## **Community Assistance formally Community Planning and Capacity Building**

Federal Coordinating Agency: Federal Emergency Management Agency (FEMA)

State RSF Counterpart: Individual and Family Needs Recovery Taskforce; Volunteer & Donation Management Recovery Taskforce.

NDRF Community Assistance (CA) Overview: The CA RSF unifies and coordinates expertise and assistance programs from across the Federal Government as well as nongovernment partners to aid local and tribal governments in building their local capabilities to effectively plan for recovery and engage the whole community in the recovery planning process.

## **Economic Recovery**

Federal Coordinating Agency: US Department of Commerce / US Economic Development Agency (DOC/EDA)

State RSF Counterpart: Economic & Community Development Recovery Taskforce

NDRF Economic Recovery Overview: Economic Recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. The Economic Recovery RSF integrates the expertise of the Federal Government to help local, regional/metropolitan, state, tribal, territorial, and insular area governments, and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after an incident.

## **Health and Social Services**

Federal Coordinating Agency: US Department of Health and Human Services (HHS)

State RSF Counterpart: Health & Medical Services Recovery Taskforce

The Health and Social Services (HSS) RSF supports locally led recovery efforts to restore and enhance public health, health care facilities and coalitions, essential social services, and educational facilities and programs, to promote more effective and rapid recovery.

## **Housing**

Federal Coordinating Agency: US Department of Housing and Urban Development (HUD)

State RSF Counterpart: Housing Recovery Taskforce

NDRF Housing RSF Overview: The Housing RSF coordinates the delivery of federal, state, nonprofit, and private sector expertise, and resources to implement adequate, affordable, and accessible housing solutions to support the needs of the whole community.

## **Infrastructure Systems**

Federal Coordinating Agency: US Army Corps of Engineers (USACE)

State RSF Counterpart: Infrastructure & Environmental Restoration Recovery Taskforce

NDRF IS RSF Overview: The Infrastructure Systems RSF coordinates the restoration of infrastructure systems and services to support a viable, sustainable community and promotes resilience to future hazards.

## **Natural and Cultural Resources**

Federal Coordinating Agency: US Department of Interior (DOI)

State RSF Counterpart: Historic & Cultural Restoration Recovery Taskforce

NDRF NCR RSF Overview: NCR RSF coordinates support to preserve, conserve, rehabilitate, and restore natural and cultural resources and historic properties, in compliance with applicable environmental and historical preservation law.

# National Recovery Outcomes

The national recovery outcomes were established by the Recovery Support Function Leadership Group (RSFLG). They provide the foundation for developing disaster-specific state, local, and tribal recovery outcomes and objectives.

## **Housing Recovery Outcome**

Adequate, resilient, and affordable housing

## **Infrastructure Recovery Outcome**

Restored, modernized, hardened and resilient electric and resilient systems

## **Health and Human Services Recovery Outcome**

Sustainable and resilient health, education, and social service systems

## **Economic Recovery Outcome**

Sustainable, diversified, and resilient economy

## **Natural and Cultural Resources Recovery Outcome**

Restored, preserved, risk-resistant, and resilient natural and cultural resources

## **Community Planning & Capacity Building Recovery Outcome**

Resilient recovery of state, local, tribal and territorial (SLTT) communities

(Source – Recovery Support Function Leadership Group)

## State Focus Areas

In collaboration with Vermont state agencies, FEMA programs, and Federal Recovery Support agencies, several recovery needs have been identified in the aftermath of DR-4720-VT. These needs fall into five overarching areas of concern and challenge.

Recovery needs are based on information gathered through research, assessments, and meetings held with Vermont state partners, local agencies, non-profits, foundations, emergency managers, and other local leaders.

These priorities are as follows:

- **Expand Resilient Housing Solutions:** This priority focuses on addressing the need for resilient housing solutions, with a primary focus on affected areas and a secondary focus on reducing the risk to homes in the river corridor statewide.
- **Enhance Resilience of Critical Public Infrastructure:** The state aims to enhance the resilience of critical public infrastructure that was severely affected by flooding. The goal is to eliminate lifeline sector disruptions in future disasters. This includes the objective of hardening Vermont's Electrical Power Grid, working in collaboration with the Infrastructure RSF to secure funding and minimize the impact of future storms on Vermont's power grid.
- **Economic Recovery:** Kickstart the economic recovery of affected areas throughout the state which has been hindered by a lack of financial and technical capacity and exacerbated by labor shortages and housing availability.
- **Community Capacity Building:** Increasing the capacity of communities to plan for and recover from disasters in the future is a vital priority. Strengthening local disaster preparedness and response capabilities is essential for long-term resilience.
- **Food Security for At-Risk Populations:** Ensuring food security for at-risk populations is of utmost importance. This project involves researching possible solutions to incorporate selected restaurants across the state as assets during emergency operations to support local at-risk populations, particularly during extended power outages.

# Methodology

## 1. IRC Initial Efforts

Disaster recovery is successful when it is federally supported, state managed, and locally executed. FEMA programs integrated from the onset of recovery operations with each other, federal partners, and other whole community partners to ensure that federal support aligns to meet the needs of SLTT governments.

The Federal Disaster Recovery Officer (FDRO) led a comprehensive Overview of Recovery Issues phase. Its purpose was to identify key recovery issues, indicate the recovery issues, and specify the level of federal support needed, and contribute towards a shared understanding of recovery needs. The Overview of Recovery Issues process and the subsequent phase to develop Recovery Strategies are completed with key stakeholders, representatives of the State, RSFs, regional and local partners impacted by the disaster, and FEMA.

The IRC team was staffed and mission capable by the end of August. FEMA's FDRO briefed the RSF Leadership Group on emerging issues that justified the activation of all six Federal RSFs. An Initial Assessment was completed. With the urgency and guidance from all levels of leadership (from the White House to JFO Leadership) all RSF's were activated. The Operations Section initiated Mission Assignments (MAs) with coordinating agencies -- U.S. Army Corps of Engineers (USACE), Department of Housing and Urban Development (HUD), Department of the Interior (DOI), Department of Commerce/Economic Development Administration (DOC) (EDA), Department of Health and Human Services (HHS) and supporting agencies -- U.S. Department of Agriculture Rural Development (USDA RD) and the Small Business Administration (SBA). Mission Assignments were initiated and completed within 24 hours on August 8. Field Coordinators and Other Federal Agency (OFA) Advisors were requested to deploy.

Because of ongoing disaster recovery operations, the State was prepositioned to address overarching issues identified during the previous declaration DR-4695-VT, to establish an organization/structure to better align the IRC with identified counterparts for each RSF. The State Recovery Taskforces (RTF) act as the State of Vermont counterparts to the RSF's.

On September 28, 2023, the first meeting of the State of Vermont and Interagency Recovery Coordination was held. It was a "Kickoff" for integrated and interagency recovery and included the following participants: Douglas Farnham (State Coordinating



Officer); Ben Rose (Alternate State Coordinating Officer); State Recovery Taskforces; state agencies; RSF Field Coordinators; Federal Advisors; and FEMA leadership.

The Kickoff provided federal and local partners the opportunity to hear directly from the State about their priorities for recovery. The State Coordinating Officer opened with remarks about his vision for the flood recovery. The IRC made a presentation on their role and mission scope in response to the disaster.

IRC developed the strategy to engage communities immediately. Under an integrated operations approach, IRC staff began introductory meetings with impacted communities in coordination with the Direct Housing Implementation Team and Branch Operations Division Supervisors and Taskforce Leads. To better understand the disaster's impact and local needs, Listening Sessions with municipal representatives were conducted in the geographic areas of interest; these were facilitated by the FEMA's IRC leadership. Additional meetings, and stakeholder interviews were held with a variety of community agencies and municipal leaders from other counties impacted by the disaster. RSF Field coordinators gathered information from a variety of sources, including site visits and interviews with state agencies, other federal agencies, regional and municipal organizations, and non-profit and private sector entities.

This information and analysis conducted by IRC staff, including the RSFs and Advisors, was compiled and consolidated in the Overview of Recovery Issues. The cross-cutting issues they identified are detailed in the "Recovery Taskforce, Recovery Support Function and Advisor Findings" section of this document.

This information helps inform the strategy and approach to the next phase of recovery. The Federal Coordinating Officer (FCO) will work with the FDRO to organize a series of strategic work sessions with key stakeholders to identify strategies, actions, and resources to move the recovery progress forward. This will also help identify gaps or duplication in programs or funding which can provide an opportunity to make better use of limited recovery resources.

## **2. MAX-TRAX/ISP Integration**

The Overview of Recovery Issues and development of recovery strategies will be captured in MAX-TRAX to allow for timely exports and tracking of progress. MAX-TRAX is a collaborative, web-based platform developed to capture recovery needs, mission objectives, strategies, and activities and for tracking workflow during the disaster operation over the four stages of recovery. IRC staff will enter and update information in MAX-TRAX to account for new information and emerging or evolving priorities. The IRC will coordinate with FEMA's Planning section through the Integrated Strategic Plan (ISP) process to ensure an alignment of outcomes and tracking of milestones and strategies.



The Overview under each RSF or Advisor section is developed by the appropriate Field Coordinator or Advisor or their designee.

Recommended next steps are created by the appropriate Field Coordinator or Advisor or their designee for each need. For cross-cutting issues RSFs and Advisor collaborated to develop an understanding of the needs and opportunities for solutions. Recommended next steps describe the actions needed to determine whether the need should be further developed by working with the State and Local partners to identify/confirm outcomes and objectives.

# Document Navigation

The Summary of *Recovery Support Function Findings* below summarizes the potential needs and issues identified during the **Overview of Recovery Issues process**. For more details on each need; including related meetings, status reports, and documents; click the hyperlinked summary of the need to access the information in MAX-TRAX.

## Technical Details

The updated date refers to the last time additional details were added to that need in MAX-TRAX. The Description and Source information come from the corresponding fields in MAX-TRAX. The Objectives and Desired Outcomes appear when the ticket describing the need in MAX-TRAX, a Damage/Impact Report, is linked to an Objective or Outcome ticket the need informed.

# Recovery Task Force Issues

## 1. Housing

### 1.1. [Lack of affordable housing options](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Housing

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** Vermont's low-income to extremely low-income housing shortage stems from a greater overall lack of affordable rentals and available households in the state. According to the National Low-Income Housing Coalition, the current available housing market requires a median income of \$53,117 to afford a 2-bedroom rental home and the average 4-person low-income family grosses \$26,500 at the state level. Thirty percent of states households are extremely low-income renters, with 73% of them bearing a severe cost share.

In order to address this issue, state/local and federal partners must think outside the mainstream towards affordable alternative housing solutions such as tiny homes which can be as large as 400 square feet and feature the same amenities as a normal home but on a smaller scale. Modular homes are another option, built in sections and transported to empty land where a builder assembles them. They range in size to accommodate larger families for a significantly lower cost than a traditional stick home. These homes are set apart from other alternative housing such as Manufactured Homes because they follow the local, state, and regional building codes. Manufactured homes must adhere to the federal HUD (Housing and Urban Development) code. Additional alternative housing options are ADU's (Accessory Dwelling Units), a smaller independent dwelling unit located on the same lot as an existing single-family home. All of these could work in the impacted areas, but there is a significant lack of available contractors and builders to support building new housing stock, and the return-on-investment for investors is only about 60%.

**Next Steps:**

State and Federal coordination to enhance and expand upon recent landmark legislation signed into law earlier this year, known as the HOME Act.

Land use and zoning reform to enable more dense housing construction near our developed areas, but wider boundaries to those areas so that development can expand beyond the floodplain.

A state-run revolving loan fund to support the financing of infrastructure (roads, sidewalks, water, wastewater) to support the development of housing.

More funding to support existing state solutions which focuses on rehabilitation of existing housing stock.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 1.2. [Limited housing stock](#)

**Last Updated:** 11-14--2023

**Lead RSF:** Housing

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** Housing challenges in the disaster impacted areas are significant, but largely existed pre-incident. All recovery stakeholders identified affordable housing as the number one issue for Vermont recovery. Pre-disaster, the state was already facing a massive housing shortage in which the statewide rental vacancy rate is about 3%, and homeowner vacancy rate of 0.3%, according to the census bureau. Additionally, the state is combatting the housing atrophy which sees 2000-3000 units come out of the housing stock each year due to disrepair, largely as a result of Vermont having the oldest housing stock in the nation. The state estimates a current shortage of approximately 10,000 housing units and anticipates that number to grow. Incentives for developers to increase affordable housing stock are limited, as publicly funded units are averaging almost \$600k per unit now, and return-on-investment for investors is only about 60%. In addition, there is a significant lack of available contractors and builders to support building new housing stock. Lack of affordable housing has multiple cascading effects across every other aspect of recovery for the State of Vermont. Without developing strategies and solutions, recovery will be hindered and progress, growth and resiliency for the state will be difficult.

To begin to address this issue, several underlying factors need to be considered including current zoning restrictions on development exacerbated by the fact that many downtowns and villages exist within the floodplain and lack of local infrastructure to support housing development.

### **Next Steps:**

State and Federal coordination to enhance and expand upon recent landmark legislation signed into law earlier this year, known as the HOME Act.

Land use and zoning reform to enable more dense housing construction near our developed areas, but wider boundaries to those areas so that development can expand beyond the

floodplain.

A state-run revolving loan fund to support the financing of infrastructure (roads, sidewalks, water, wastewater) to support the development of housing.

More funding to support existing state solutions which focuses on rehabilitation of existing housing stock.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 2. Economic and Community Development

### 2.1. [Lack of a strategic recovery planning and long-term resiliency planning process for communities](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Community Assistance

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Economic

**Description:** Strategic recovery planning is key to successfully implementing long term recovery goals. The traditional strategic planning process is extensive and requires community input, collaboration and buy-in by the leadership and community. It often includes a wide range of focus areas, such as housing, water and sewage systems, roads, bridges, economic development, social services, local and regional communications structures and systems (including broadband/connectivity infrastructure, emergency notification systems, and public information and outreach systems.). Municipalities with historic centers in flood prone river valleys may also be facing difficult questions about the function and viability of these centers, especially where there are a number of potential residential and commercial property buyouts within the center. A more stream-lined strategic process can also be undertaken to jump start recovery and resilience planning in communities where needs and projects have already been identified and there is a high level of community engagement. In both scenarios there is a need for capacity-building that supports a strategic process, including assistance with community visioning, project identification, prioritizing, partner and resource identification, training, and technical assistance.

**Next Steps:**

- Provide recovery management and recovery and resiliency planning support.
- Connect communities to appropriate technical assistance resources.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 2.2. [Impacted communities have limited financial resources and lack capacity to access and manage recovery resources](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Community Assistance

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Economic

**Description:** Local governments have the primary responsibility for ensuring sufficient funding to repair damaged municipal facilities and infrastructure and to support staff recovery operations. However, this is typically only a portion of what the entire community needs to recover. The array of financing strategies that are utilized in post-disaster recovery depends in large part upon the resources available to a particular community, as well as the capacity of local governments, residents and businesses to pursue funding resources beyond what the typical disaster assistance resources offer. A particular challenge to local government financial capacity in Vermont is the small size of towns and villages which have a limited property base and funding streams. Many of these communities have suffered a loss of their property tax base as well as a loss of revenue from sources such as local room or meal taxes. There is also often limited local government staff capacity, particularly in small towns and villages that have a few paid and/or part-time staff, to develop a recovery financing strategy, and to ensure robust and transparent accounting systems that meet the standards of disaster funding agencies such as FEMA.

### **Next Steps:**

- Connect communities to appropriate financial assistance resources.
- Provide appropriate available technical assistance and training to local and regional financial recovery planning staff.
- Provide financial recovery planning and management support.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

2.3. [Impacted communities are understaffed and lack technical capacity to manage recovery](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Community Assistance

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Economic

**Description:** Vermont consists of many very small towns and villages with only a few paid and/or part-time staff, limiting capacity to manage local recovery and access available resources. Lack of a functioning County Government structure to provide technical assistance and support complicates this issue. State departments and other entities are organized into regional groupings or entities that do not clearly align with each other, which can make coordination across agencies more difficult. Recovery requires sufficient staffing to design, manage, implement, and monitor the recovery projects and programs. Local staff must continue all of their routine local government functions, while also managing an increased workload. These additional demands include processing more permits for housing and business repairs, designing and implementing public facilities and infrastructure repairs, completing all the necessary paperwork required for state and federal assistance, and conducting all the necessary inspections.

Many local government staff were personally impacted by the disaster and are balancing work demands along with their own personal and family recovery. Adding staff also adds costs, however, and finding funds for these new positions is a challenge, particularly in small communities with a limited tax base and other financial constraints.

**Next Steps:** Identify resources to increase recovery capacity.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

## Desired Outcomes

To be determined.

### 2.4. [Small business impacts](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Economic

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Community Assistance

**Description:** Businesses in flood-affected areas have been significantly impacted. Some entire business districts were destroyed, and some businesses have been forced to close temporarily or permanently due to damage to their facilities which can cause cascading effects within the community. There is not a lot of advocacy or coordination to support small business recovery outside of Regional Economic Development districts.

Although the State launched a \$20 million flood relief program for businesses, Vermont's Governor Scott emphasized that does not come close to meeting the total need. \$1 million of that funding will be directed to agricultural operations which will include cannabis growers (legalized in Vermont), who are not eligible for federal disaster aid.

The business community lacks personnel, time, and skills needed to identify resources and complete applications. They also have limited ability to take on more debt, even federal loans with low interest rates. Loss of revenue over the long term will put these businesses in an increasingly fragile position and may force additional closures. The cascading effects on local economies will further delay and complicate economic and whole community recovery for significantly impacted towns and villages.

#### **Next Steps:**

- Enhance infrastructure capabilities to support economic recovery of small businesses. This includes but is not limited to hard infrastructure (public works and connectivity) and soft infrastructure (business support services).
- Evaluate possible alternative projects which are eligible for EDA funding, to support small business recovery and resiliency.
- Identify the needs for technical assistance, for businesses to access federal and state funding programs, prepare applications, and implement projects.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Click the hyperlinked summary of each issue/need to see more information in MAX-TRAX.  
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Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

### **3. Infrastructure and Environmental Restoration**

#### **3.1. [Impacts to outdoor recreational opportunities and effects on tourism](#)**

**Last Updated:** 11-16--2023

**Lead RSF:** Natural and Cultural Resources

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Community Assistance, Economic

**Description:** Recreational opportunities in Vermont span all 4 seasons and include human powered as well as motorized activities. Numerous public and privately owned trails in the flood impacted areas were damaged by floodwaters, mudslides, and sediment deposition. One sportsman's association has documented significant damage to trail systems they manage; it is assumed that additional impacts and damages have yet to be documented in other trail networks by their respective user groups. Flood impacts may lead to entire or trail closures, loss of natural resources, loss of revenue, and decreased tax base; all of which may have significant effects on tourism and local economies.

**Next Steps:** Potential next steps include scoping the need for more detailed assessment work. Follow-on action may include studies to generate repair cost estimates. Federal agencies like the National Park Service and U.S. Fish and Wildlife Service (USFWS) can be helpful in sharing their expertise and partnering with the state & local agencies during the recovery efforts.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

#### **3.2. [Impacts to watershed, waterways, and native species](#)**

**Last Updated:** 11-16--2023

**Lead RSF:** Natural and Cultural Resources

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Community Assistance, Infrastructure Systems

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**Description:** Watershed scale evaluation for restoration needs to be conducted. Response and stabilization activities may cause disturbance beyond that of the flood itself and these impacts have not been assessed. Residual debris and garbage washed into riparian areas and fields may present entrapment hazards or be consumed by displaced animals. Anecdotal reports have identified urban and community forestry concerns. Potential restoration assessment activities may include impacts to waterways, fish/fish passages, wildlife corridors, and other sensitive species. Potential for additional landslides, stability of recent flood caused slides, and invasive species migration are also potential concerns.

Rapidly moving floodwaters destroyed riparian habitat which helps control nonpoint source pollution and sediment from entering streams; the same habitat that provides food, shelter, and travel corridors for a large diversity of native wildlife. These areas are now susceptible to non-native and/or invasive species that tend to quickly colonize disturbed and degraded areas. Parallel concerns have been expressed within the Agricultural Task force related to invasive species.

**Next steps:** Scope restoration needs and potential partners. Issue crosscuts with Agriculture Task Force

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

### 3.3. [Damage to electric grid, broadband, and communication infrastructure](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Infrastructure Systems

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** The destructive December 2022 high winds and flooding (DR-4695-VT) caused power outages of electric companies topping out at 75,000 outages (at peak). Power outages at the time impacted the need for emergency feeding efforts in rural Vermont. Similar damages were sustained during the July 2023 flooding event (DR-4720-VT). Extensive and widespread electrical outages can cause significant cascading issues in crosscutting areas, such as economic and public health impacts.

Beyond the potential work being done under 406 Hazard Mitigation for facilities that were damaged during the incident, the state was seeking assistance in other funding opportunities from recent congressional acts that have provided infrastructure funding to harden and increase

resilience of their statewide electric power grid to minimize impacts of future storms. These issues have been rolled over into the DR-4720-VT operational priorities.

As of June 2023, Vermont Public Power Supply Authority (VPPSA) reported that their largest need is in workforce development, to have Vermonters do the work. There are extensive training needs for both cable/electric line workers and broadband. There is also a need for more smart meters throughout VT to support data transmission. (DR-4695-VT 11-7-2022 Transition Briefing).

An increase in broadband availability would also ameliorate/support myriad other crosscutting issues, including but not limited to telehealth accessibility, etc.

**Next Steps:** Work with power companies to increase grid resilience at the local level.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

### 3.4. [Damage to dams](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Infrastructure Systems

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** During the July 2023 storm, 5 regulated dams failed or were breached, ~53 dams sustained major damage, approximately 57 dams were overtopped, with no full failures of Agency of Natural Resources (ANR-owned) dams. The Dam Safety Program performed Rapid Inspection of 390 Non-Power, Non-Federal Dams. They plan "Follow Up Inspections" of 65 of those dams. The damage to these dams will require extensive reconstruction.

Many of the overwhelmed and destroyed dams were privately owned and will need assistance to rebuild.

**Next Steps:** Ongoing technical assistance efforts underway to address data gaps. Many dams require further inspection and potential maintenance projects.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

### 3.5. [Damage to roads and bridges](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Infrastructure Systems

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Natural and Cultural Resources

**Description:** Floods resulted in significant damage to bridges, roads, and culverts by both direct hydraulic erosion and bank instability caused by fluvial erosion, landslides and mudslides. In addition to the immediate impacts, the floods have long-term consequences for Vermont's critical infrastructure. Damage to other structures will require extensive repairs and reconstruction, causing prolonged disruptions to transportation, essential services such as Emergency Medical Services, and could continue to cause a lasting and significant economic impact to the state. Increased resiliency to mitigate future damage to critical infrastructure must also be considered.

The flood caused damage to or destroyed many roads and bridges throughout Vermont, leaving them impassable for vehicles and pedestrians. Many public roads and bridges throughout the State remain closed or inaccessible. Private roads have been damaged as well, many of which are residential access points for survivors, and emergency vehicles, busses, and other public transportation may not be able to access those in need, causing cascading impacts and risks beyond the visible physical infrastructure.

**Next Steps:** Addressing the damage to roads, bridges, and culvert infrastructure is primarily the responsibility of FEMA Public Assistance (PA). However, when their work is concluded, Interagency Recovery Coordination may be able to fill in funding gaps for privately owned bridges, roads, and culverts through alternative means.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

### 3.6. [Damage to water and wastewater treatment plants](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Infrastructure Systems

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Natural and Cultural Resources

**Description:** At peak flood response, 18 community water systems were on some level of notification, affecting approximately 40,000 Vermont residents (either boil-water notices, or do-not-drink notices). Issues ranged from water wells being inundated with floodwaters, surface water supplies not being able to maintain adequate water treatment due to high levels of turbidity, and piping systems being severely damaged.

Municipal wastewater facilities were impacted throughout the July flooding event, including Combined Sewer Overflow (CSO) charges, with 33 wastewater facilities impacted. Impacts range from high flows through the facilities (causing reduction in treatment), flooded/overflowing pump stations, whole facilities flooding up to 8 feet causing severe damage. Johnson, Hardwick, Ludlow, and Middlebury were among the hardest hit wastewater treatment facilities, with Johnson having the most damage, taking about a month to get equipment running to start the treatment process again. Hardwick and Ludlow were providing full treatment by the end of July. As of now, all facilities are back to providing full wastewater treatment within permit limits – however, these repairs are temporary in some cases, and some of the plants remain in the floodplain.

**Next Steps:** A contract is currently being developed for a State-funded project to help the Johnson, Hardwick and Ludlow inspect their collection systems for flood damage to assist with FEMA reporting and future repairs. A Substantial Damage determination (SD) would make funding under FEMA's Public Assistance process available for the towns to rebuild/repair/mitigate their wastewater treatment facilities.

**Source:** Michelle Kolb (Direct Discharge Section Supervisor of Vermont Watershed Management Wastewater Management Program), Benjamin Green (DEC Dam Safety Engineer Water Investment Division Dam Safety Program)

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 4. Agricultural Restoration

### 4.1. [Financial hardship for farmers](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Economic

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Community Assistance, Natural and Cultural Resources

**Description:** Crop damages have caused significant financial impacts for Vermont agricultural producers who were already facing challenges before the event. Some USDA programs require a 10-25 percent cost share and are also operated on a reimbursement basis. Applicants must have capital access to cover the expenses, creating a financial hardship for the applicants. Vermont farmers are doing without assistance rather than take on additional debt. There was a significant underutilization of available programs through Farm Service Agency or Natural Resources Conservation Service prior to the event. The state is reporting a 70% noninsured rate on crops, from producers not using crop insurance under Risk Management Agency.

**Next Steps:** Identify USDA agency program waivers which can be activated with a Presidential Disaster Declaration at the state level to reduce lag time associated with recovery operations and financial assistance.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

#### 4.2. [Soil contamination in agricultural lands](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Economic

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Natural and Cultural Resources

**Description:** Soil contamination has damaged or destroyed vegetation, wildlife, and habitats. Floodwaters have also carried sediment and pollutants, which have further damaged or degraded habitats and ecosystems. Soil contamination in agricultural lands may cause long term remediation needs. For agricultural producers to safely reestablish their businesses, these contamination issues need to be identified and remediated.

The speed of assisted natural regeneration/land mitigation 'answers' for farmers is too slow. They need to begin recovery and replanting but do not have clarity on how to do it safely.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

#### 4.3. [Crop damage](#)

**Last Updated:** 11-15--2023

**Lead RSF:** Economic

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** One of the most significant impacts from the disaster has been on the agricultural industry, with crop losses and soil contamination. This not only affects farmers and ranchers, but also the entire supply chain connected to the agricultural industry, including processors, distributors, and retailers. The agricultural sector is a key engine of Vermont's economy, and Vermont heavily relies on various agricultural products that were all impacted by this flooding event. As of August 4, 2023, the U.S. Department of Agriculture reported Farm Service Agency (FSA) initial assessments reflect 200 producers and 10,000 acres were impacted by these floods.

In addition to immediate financial impacts on farmers, cascading effects from crop damage will cause local winter shortages of certain products such as hay for livestock. Farmers need to begin recovery and replanting in a safe and timely manner. Recovery for Vermont's agricultural industry is further hindered by limited Federal Staffing. USDA programs to support this recovery including Farm Service Agency, Natural Resources Conservation Service, and Rural Development have limited staffing, which reduces the ability to meet with impacted farmers at the same time they are applying for other federal programs like FEMA and SBA. Staffing constraints also extend timeframes associated with site visits and application processing, which delays assistance. In addition, some recovery programs require agencies to seek National Office approval for implementation instead of automatic implementation with the Presidential Disaster Declaration.

The state's Agricultural Restoration Task Force has established 3 subcommittees to focus on specific areas and support recovery:

- Farmer Empowerment
- Government Systems
- Regulatory

**Next Steps:** Identify USDA agency program waivers which can be activated with a Presidential Disaster Declaration at the state level to reduce lag time associated with recovery operations and financial assistance.

**Source:** None identified.

**Advisor:** USDA/RD Advisor

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 5. Historic and Environmental Restoration

### 5.1. [Impacts to art and artists](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Natural and Cultural Resources

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Community Assistance, Economic

**Description:** Artists, Associations, and Cultural Institutions experienced infrastructure damage, loss of revenue, loss of art/materials, and personal losses in the flooding. These individuals and organizations contribute significantly to Vermont's economy through its arts, culture, and heritage as principal assets in helping communities recover, heal, and build long-term resilience in the aftermath of a disaster. The institutional centers assist artists in many ways, including with business plan development, training and continuing education opportunities, studio space, and venues to sell, perform, and exhibit their work. The centers also provide regional residents and tourists the opportunity for education and preservation of local heritage.

Without recovery efforts, these artisans and cultural organizations would experience catastrophic loss of employment and funding, in addition to the flood damage they have already received. Many might close their doors altogether, negatively impacting the entire region. The loss of these economic opportunities would also reduce tourism in the state and negatively impact residents' livelihoods. The already impacted areas would likely continue to suffer other losses in infrastructure, housing, and the upkeep of natural resources due to a decline population, and loss of funds. A more resilient community for the arts and cultural sector will support a more economically viable Vermont.

**Next steps:** Understand the impact and barriers to recovery of the arts and artists (visual, performance, etc.).



**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 5.2. [Damage to historic properties/structures repair, restoration, and resilience](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Natural and Cultural Resources

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** An unquantified number of historic structures have suffered impacts from the recent flooding; many of these structures are eligible for protection under the National historic Preservation Act but have not been listed or considered for listing. Ownership of these structures may include public, private, commercial, and NGO. Preservation of these potentially eligible structures maintains community identity which can be tied to the historic nature of downtown centers of commerce. Community centers, commercial buildings, and private structures can contribute to this historic nature regardless of national register status. This need may be connected to housing, economic, and infrastructure interests.

### **Next Steps:**

1. Quantify existing impacted but not repaired potentially eligible structures.
2. Expand awareness of options available for affected cultural institutions and public historic properties to support their recovery (technical assistance, grant/funding options, and guidance); this will benefit flood managers, building officials and property managers/owners at local, regional, and federal levels.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

### 5.3. [Damage to libraries, archives, collections, and artifacts](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Natural and Cultural Resources

**Report Type:** Damage Report - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** The largest and most prevalent impacts were to the records and collections. Many institutions, facilities, museums, and libraries that need support with preserving records became inundated with flood waters, exacerbating the need further and endangering their records. Some collections have been lost, others have been stabilized and may need conservation and restoration. A critical path for recovery of these institutions and their collections will be two-fold; first to complete conservation/restoration actions in progress and second to build capacity and resilience into Vermont's existing cultural resource disaster response organizations.

**Next steps:** Determine where stabilized collections need assistance for complete restoration and scope mechanisms to build capacity and resilience for Vermont's cultural resource response organizations.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 6. Health and Medical Services

### 6.1. [Mental health care needs](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Health and Social Services

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Community Assistance

**Description:** The flooding in Vermont had a profound impact on health and social services throughout the state. The floods have created long-term impacts, including an increased need for mental health support. Flooding at this extent can be a traumatic event and many people may be struggling with the emotional and psychological effects of the disaster, including but not limited to depression, anxiety, and post-traumatic stress disorder (PTSD). This stress and anxiety can also lead to a host of health and social problems, such as increased mental health issues and chronic health conditions. The Vermont Department of Mental Health Commissioner Emily Hawes reported an influx of suicide prevention hotline calls post-event, and mental health programs are being requested statewide.

There is likely a significant need for a range of mental health services that include but are not limited to Psychological First Aid (PFA) and/or Skills for Psychological Recovery (SPR) to support impacted citizens and responders. Areas assessed include community mental health clinics, methadone treatment services, residential treatment facilities for substance abuse, cognitive impairment group homes, and forensic services. It is noted, there is a national shortage of qualified mental health providers at all levels of mental health/behavioral health services.

There are telepsychiatry initiatives underway to connect psychiatrists with rural hospitals and emergency departments that do not have psychiatric coverage. However, more work needs to be done to obtain the appropriate funding streams to expand/complete the program.

**NEXT STEPS:** Provide direct services, contracted training, and technical assistance support and resources to local and state governments, as well as non-governmental organizations. Aid with mental health support and other public health services.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 6.2. [Capacity of impacted schools to recover](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Health and Social Services

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** The U.S. Department of Education's Disaster Recovery Unit (DRU) staff has found near 100% of the schools identified mental health coverage as a shortfall through visits to school unions, institutes of higher education (universities, community colleges, technical schools, etc.), and school districts. Outreach has been conducted to all schools through the U.S. Department of Education and continue to meet with them to investigate identified mental health issues. However, only Washington Central School Union and Goddard College have replied to outreach efforts to mitigate the issue and have submitted applications for assistance.

**Next Steps:** The Health and Social Services Recovery Support Function (HSS RSF) is continuing outreach efforts to support schools who need assistance to submit Project SERV grant applications, and provide technical support to submit them. Conduct a listening session to bring representatives from the schools with the VT Mental Health agencies to discuss the mental health impacts from the disaster to connect entities and facilitate possible trainings.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

### 6.3. [Shortage of health medical professional staffing](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Health and Social Services

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** There is a national healthcare and mental health provider shortage, and the State of Vermont has identified suicide prevention training as a priority. There is a history of mental and behavioral health issues unrelated to the flooding and is a steady-state issue - but there are things we can do in the recovery process to address these issues. There are a few avenues to address this.

First, is to leverage the Project SERV grants - money can be used to hire or contract mental health services at K-12 to college levels. Next is Health Resources Services Administration (HRSA), they work with the State Health Professional Shortage Area (HPSA), who designate a shortage of a certain profession (nurse, mental health specialist, doctor, etc.) and Vermont has a shortage of all of them. Getting positions connected to an audience that can fill them, and determining reasons for open slots will be critical next steps. Third avenue for suicide prevention is the State of VT has a Healthcare Quality Program, an existing program for suicide prevention

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training provided by a national expert. They already have a 2024 waitlist, we are looking to see if they can expand that program for more trainings, geographical trainings. The State needs to do outreach on the program to determine levels of interest.

Many advanced mental health training providers and professionals practice in Vermont, however, they are not equitably dispersed across the state's residents. The state has adequate advanced certified mental health care providers in the University of Vermont (UVM), Veteran's Administration (VA), and in private practices. However, many individuals and families without insurance or third-party insurance coverage are unable to access these advanced care providers due to income disparity, distance, and lack employer coverage.

**Next Steps:** Leverage Project SERV Grants to hire or contract mental health services at K-12 to college levels, encourage outreach to determine levels of interest for the Healthcare Quality Program.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 7. Individual and Family Needs

### 7.1. [Interim housing solutions for displaced survivors](#)

**Last Updated:** 11-17--2023

**Lead RSF:** Not Identified

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** Sheltering and interim housing solutions falls within the realm of "Individual" recovery and is managed by FEMA Individual Assistance (IA) and local Long term Recovery Groups (LTRGs) that organize somewhat organically after a disaster event. **LTRGs** are cooperative bodies that are made up of representatives from faith-based, non-profit, government, business and other organizations working within a community to assist individuals and families as they recover from disaster. Their work typically includes supporting repair and rebuild of damaged homes. Many of these partners are members of the National Voluntary Organizations Active in Disaster ([NVOAD](#)) which provides guidance for LTRG development and management of disaster response and recovery support for individuals and families.

The FEMA and State Voluntary Agency Liaisons aide local communities in organizing and managing these functions after a disaster. The FEMA IRC Housing Recovery Support function is supporting FEMA IA and the State Housing Task Force to maintain awareness and provide potential non-FEMA federal support to these efforts.

**Next Steps:**

Call-outs are being completed to survivors who have been identified as potentially eligible for USDA RD home repair programs.

The Housing RSF will continue to support these efforts and identify ways that other federal agency partners may be able to provide resources to increase available housing options.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

7.2. [Food insecurity among individuals and families](#)

**Last Updated:** 11-16--2023

**Lead RSF:** Not Identified

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** During this most recent incident many communities were left without power for days. Across Vermont there are a significant number of elderlies, families below the poverty level, and refugee populations that Vermont has welcomed from countries across the globe who depend upon state and local assistance for daily meals. When power is disrupted for significant periods, many of these families can be left without access to food or a warm place to stay. Selected restaurants across the state have demonstrated capacity to fill these voids in emergency feeding, even during power outages, if provided with appropriate equipment. The goal of this IRC project is to research possible solutions to incorporate these restaurants as assets during emergency operations to support local at-risk populations. (Source: DR-4695-VT Integrated Strategic Plan, July 2023)

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

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Objectives will be developed based on stakeholder input and data analysis.

Desired Outcomes

To be determined.

## 8. Volunteer and Donations Management

### 8.1. [Local communities lack capacity to manage volunteers and donations](#)

**Last Updated:** 11-17--2023

**Lead RSF:** Not Identified

**Report Type:** Impact Analysis - Recovery Needs Assessment

**Supporting RSF:** Not Identified

**Description:** Volunteer and donations management largely falls within the realm of “Individual” recovery and is managed by local non-governmental organizations and Long term Recovery Groups (LTRGs) that organize somewhat organically after a disaster event. **LTRGs** are cooperative bodies that are made up of representatives from faith-based, non-profit, government, business and other organizations working within a community to assist individuals and families as they recover from disaster. Many of these partners are members of the National Voluntary Organizations Active in Disaster ([NVOAD](#)) which provides guidance for LTRG development and management of disaster response and recovery support for individuals and families.

The FEMA and State Voluntary Agency Liaisons aid local communities in organizing and managing these functions after a disaster. They can also provide support in building capacity to be better prepared to manage them in future events. IRC may be able to assist in these capacity building efforts by partnering with the VALs to identify potential resources.

#### **Next Steps:**

Coordinate with Regional and State VALs to build capacity for Volunteer and Donations Management for future events.

Support the State in building capacity and structure at the State level by exploring resources and opportunities to put support in place that will aid local level management on future events. This may include exploring a state or regional system for volunteer and donations management.

**Source:** None identified.

**Advisor:** None identified.

**Attachments:** No additional information.

Objectives will be developed based on stakeholder input and data analysis.

## Desired Outcomes

To be determined.



## Conclusion

For Recovery to be successful after any event, constructs and processes will have been put in place to ensure an organized and orderly recovery process. Coordination at every level of government is essential to supporting the most comprehensive recovery possible, utilizing all available resources to meet the needs of the entities and individuals who have been impacted.

A whole community approach includes collaboration between all levels of government, private sector, nonprofit organizations, business and faith-based communities, philanthropic entities, and individuals working together to support recovery of the community and those who reside there.

Recovery may require collaboration at all levels and will need to incorporate the National Disaster Recovery Framework (NDRF), the National Voluntary Organizations Active in Disaster (NVOAD) Long-Term Recovery model and all aspects of Public-Private partnerships and Philanthropy to be successful. Establishing a collaborative recovery model which follows timelines determined by the needs, resources, and participation of stakeholders at every level will enable better communication and coordination of efforts, supporting access to all available resources.

Working under a unified, collaborative structure, impacted jurisdictions and recovery partners will have better awareness of and access to:

- Projects that have cross-reaching impacts on other jurisdictions/service areas, providing opportunities for collaboration and coordinated approaches to funding requests.
- Real time information on available resources, and opportunities to support recovery efforts.
- Ability to share best practices and benefit from the experiences of their peers.

## 9. Recovery Networks

The recovery model comprises of two major components – **Individual Recovery Network** and **Community Recovery Network**. Though separate, these branches of the network must work in coordination. The link between these two components is the **Recovery Council**, or **Recovery Hub**.

The Individual Recovery Network coordinates the efforts of non-profits, social service agencies, and foundations to meet the recovery needs of individuals impacted by the disaster. Community Recovery will be guided by the National Disaster Recovery Framework (NDRF) focusing on how to restore, redevelop and revitalize the health, social, physical, economic, natural, and environmental fabric of community and build resiliency for the future.

NATIONAL RECOVERY NETWORK						
INDIVIDUAL DISASTER RECOVERY NETWORK			RECOVERY ADVISORY COUNCIL	COMMUNITY DISASTER RECOVERY NETWORK		
Coordinator for Individual/Household Recovery				Coordinator for Community Recovery		
Committees for the above network will focus on disaster-caused needs of local individuals and households.				Committees for the above network will focus on disaster-caused issues to meet the specific needs of communities.		
Finance	Housing	Case Management		Economic	Housing	Community Assistance
<ul style="list-style-type: none"> <li>Fiscal Agent</li> <li>Financial Controls</li> <li>Audits</li> <li>Financial Reports</li> </ul>	<ul style="list-style-type: none"> <li>Repair &amp; Rebuild</li> <li>Housing Assistance</li> <li>Homeownership</li> <li>Counseling and Support</li> <li>Project Development &amp; Coordination</li> </ul>	<ul style="list-style-type: none"> <li>Intake and Referral</li> <li>Develop Recovery Plans</li> <li>Coordinate w/ Partners in Delivery of Services</li> </ul>	<p>This high-level advisory group will support both the individual and community networks.</p> <p>It may be comprised of leaders from:</p> <ul style="list-style-type: none"> <li>Government</li> <li>Health</li> <li>Education</li> <li>Social Services</li> <li>Private Sector</li> <li>NGO's</li> <li>Philanthropy</li> <li>Coordinators for Recovery</li> <li>FEMA Region Liaison</li> </ul> <p>The group can be scaled and adapted to the unique needs and make up of every level of government.</p>	<ul style="list-style-type: none"> <li>Sustainable, diversified, and resilient economy</li> </ul>	<ul style="list-style-type: none"> <li>Adequate, resilient, and affordable housing</li> </ul>	<ul style="list-style-type: none"> <li>Resilient recovery of state, local, tribal, and territorial communities</li> </ul>
Health & Mental Health	Material Management	Volunteer Management		Health & Social Services	Natural & Cultural Resources	Infrastructure
<ul style="list-style-type: none"> <li>Crisis Intervention</li> <li>Develop faith-based partnership network</li> <li>Collaborate with case managers</li> </ul>	<ul style="list-style-type: none"> <li>In-Kind Donations</li> <li>Warehousing</li> <li>Distribution</li> </ul>	<ul style="list-style-type: none"> <li>Identify Volunteer Opportunities</li> <li>Recruit, Qualify, Skill Assess</li> <li>Assign/Schedule</li> </ul>		<ul style="list-style-type: none"> <li>Sustainable and resilient health, education, and social services systems</li> </ul>	<ul style="list-style-type: none"> <li>Restored, preserved, risk resistant, and resilient systems</li> </ul>	<ul style="list-style-type: none"> <li>Restored, modernized, hardened, and resilient systems</li> </ul>
RECOVERY TIMELINE FOR INDIVIDUAL NETWORK: 1-3 YEARS				RECOVERY TIMELINE FOR COMMUNITY NETWORK: 1-10 YEARS		

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## 10. Vermont’s Recovery Network Model

VERMONT RECOVERY NETWORK							
INDIVIDUAL DISASTER RECOVERY NETWORK			RECOVERY HUB	COMMUNITY DISASTER RECOVERY NETWORK			
Coordinator for Individual/Household Recovery				Coordinator for Community Recovery			
Committees for the above network will focus on disaster-caused needs of local individuals and households.				Committees for the above network will focus on disaster-caused issues to meet the specific needs of communities.			
Finance	Housing	Case Management		Economic Development & Community Development	Housing	Agriculture Restoration	
<ul style="list-style-type: none"> <li>Fiscal Agent</li> <li>Financial Controls</li> <li>Audits</li> <li>Financial Reports</li> </ul>	<ul style="list-style-type: none"> <li>Repair &amp; Rebuild</li> <li>Housing Assistance</li> <li>Homeownership Counseling and Support</li> <li>Project Development &amp; Coordination</li> </ul>	<ul style="list-style-type: none"> <li>Intake and Referral</li> <li>Develop Recovery Plans</li> <li>Coordinate w/ Partners in Delivery of Services</li> </ul>		Vermont task forces, federal partner agencies, and field coordinators, FEMA IRC team--- other FEMA program areas as appropriate	<ul style="list-style-type: none"> <li>Lack of a strategic recovery planning and long-term resiliency planning process</li> <li>Limited financial resources and lack capacity to access and manage resources</li> <li>Understaffed communities and lack technical capacity to manage recovery</li> <li>Small business impacts</li> </ul>	<ul style="list-style-type: none"> <li>Lack of affordable housing options</li> <li>Limited housing stock</li> </ul>	<ul style="list-style-type: none"> <li>Financial hardship for farmers</li> <li>Soil contamination in agricultural lands</li> <li>Crop damages</li> </ul>
Health & Mental Health	Material Management	Volunteer Management			Health & Medical Services	Historic & Cultural Restoration	Infrastructure & Environmental Restoration
<ul style="list-style-type: none"> <li>Crisis Intervention</li> <li>Develop faith-based partnership network</li> <li>Collaborate with case managers</li> </ul>	<ul style="list-style-type: none"> <li>In-Kind Donations</li> <li>Warehousing</li> <li>Distribution</li> </ul>	<ul style="list-style-type: none"> <li>Identify Volunteer Opportunities</li> <li>Recruit, Qualify, Skill Assess</li> <li>Assign/Schedule</li> </ul>	<ul style="list-style-type: none"> <li>Mental health care needs</li> <li>Capacity of impacted schools to recover</li> <li>Shortage of health medical professional staffing</li> </ul>		<ul style="list-style-type: none"> <li>Impacts to art and artists</li> <li>Damages to historic properties/structures repair, restoration, and resilience</li> <li>Damages to libraries, archives, collections, and artifacts</li> </ul>	<ul style="list-style-type: none"> <li>Impacts to outdoor recreational opportunities and effects on tourism</li> <li>Impacts to watershed, waterways, and native species</li> <li>Damage to electric grid, broadband, and communication infrastructure</li> <li>Damages to dams</li> <li>Damages to roads and bridges</li> <li>Damages to water and wastewater treatment plants</li> </ul>	
RECOVERY TIMELINE FOR INDIVIDUAL NETWORK: 13 YEARS			RECOVERY TIMELINE FOR COMMUNITY NETWORK: 110 YEARS				