PARKERSBURG

LONG-TERM COMMUNITY RECOVERY REPORT

PARKERSBURG, IOWA
DECEMBER 2008

TARGETED **TECHNICAL ASSISTANCE**

ESF #14 Long-Term Community Recovery (LTCR) is a community-focused Federal, State and local initiative. It helps disaster-impacted communities identify opportunities for a more effective recovery, facilitate partnerships that leverage a community's recovery and maximize the use of recovery resources. One (1) of fifteen (15) Emergency Support Functions (ESFs) authorized in the *National Response Framework* that guides the Federal response to disasters with significant impacts, ESF #14 LTCR is a Federal Emergency Management Agency (FEMA) program.

LONG-TERM COMMUNITY RECOVERY REPORT

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Photograph of Parkersburg that survived the EF5 tornado
Courtesy of City of Parkersburg

This *Long-Term Community Recovery (LTCR) Targeted Technical Assistance Report (Report)* documents a coordinated effort between City of Parkersburg, University of Northern Iowa Institute for Decision Making (IDM), Iowa Northland Regional Council of Governments (INRCOG), Rebuild Iowa Office (RIO) and Federal Emergency Management Agency (FEMA) Emergency Support Function (ESF) #14 Long-Term Community Recovery (LTCR) Branch. ESF #14 LTCR and RIO provided targeted recovery support and Technical Assistance resources to assist Parkersburg in identifying activities to help advance recovery planning efforts.

This *Report* provides a brief discussion of the City of Parkersburg and the effects on the community by the tornado that struck the community on May 25, 2008, and the Flood of 2008. It outlines the existing planning process within the community, summarizes the role ESF #14 LTCR provided in support of recovery planning and identifies next steps.

The following strategies and tools were developed by ESF #14 LTCR Technical Assistance Team (Team) to add value to the community's ongoing planning process:

- Project Connectivity.
- *Project Development Process FlowChart.*
- *Project (and Program) Development Guide (PDG).*
- Stakeholder *Workshop*.

In partnership with RIO, the Team provided targeted recovery planning support, meeting facilitation, recovery workshop coordination and identified disaster-specific recovery recommendations.

Within six (6) months after the disaster, Parkersburg is identifying recovery projects with broad community support. Community leaders are seeking enhanced connectivity that yields important collaboration between proposed recovery projects and other organizations, planning efforts and recovery initiatives. Those efforts maximize recovery resources to ensure a better, safer and stronger community.

Aplington-Parkersburg High School after an EF5 tornado struck Parkersburg

Community rebuilding in Parkersburg

Parkersburg High School, circa mid-1800s
Courtesy of Parkersburg Historical Society

Parkersburg High School, circa early 1920s
Courtesy of Parkersburg Historical Society

Beaver Valley State Bank Building, Parkersburg, circa early 1920s
Courtesy of Parkersburg Historical Society

OVERVIEW

At approximately 5 p.m. on May 25, 2008, City of Parkersburg was struck by a powerful EF5 tornado, estimated to be three-quarters (3/4) of a mile wide. As it moved across the southern half of the City, the tornado caused severe damage, destroying at least twenty (20) businesses and over two hundred fifty (250) homes along with City Hall and Aplington-Parkersburg High School. Numerous other homes, businesses and civic buildings were damaged. Approximately two (2) weeks later, Beaver Creek was among the many Iowa streams to flood. While Parkersburg was not affected significantly by flooding, a number of properties were damaged, including Beaver Meadows Golf Course and a City park with athletic fields.

Parkersburg has a population of 1,889 (2000 U.S. Census) and is located just west of Cedar Falls at the intersection of Iowa highways 14 and 57 in south-central Butler County. Beaver Creek flows along the northern boundary of the community and offers multiple recreational opportunities. The City is home to the historic *C.C. Wolf Mansion*, now called *The Parkersburg Historical Home* and has a vibrant historic downtown business district with a hardware store, pharmacy, discount store, restaurants, a winery and boutiques.

Another important business district, the Highway 57 corridor, sustained severe damage from the tornado. Signs of recovery are already visible, as the convenience store with gas station has reopened and other retail and office buildings are under construction.

Parkersburg is governed by a Mayor and supported by a City Clerk, Director of Economic Development, Chamber of Commerce and Police, Fire and Emergency Medical Services. The City has a special Tax Increment Financing (TIF) district and a City budget with a small reserve fund. The tornado and floods destroyed approximately fifty-nine (59) percent of the City's assessed property value.

With local, State and Federal assistance, the City is actively pursuing recovery, reconstruction and redevelopment projects. Due to the enormous scale of damage, significant recovery activity will likely continue for several years.

Although Parkersburg has suffered greatly from the tornado and subsequent flooding, the City is well positioned to take advantage of opportunities to rebuild safer, stronger and smarter. To achieve a full recovery, the community must maintain a common vision. Utilizing resources and tools identified by the ESF #14 Long-Term Community Recovery (LTCR) Technical Assistance Team (Team) can help Parkersburg's recovery.

BUTLER COUNTY

Butler County is located in northeast Iowa, just west of Cedar Falls and Waterloo. With a total area of five hundred eighty-two (582) square miles, Butler County has ten (10) incorporated cities and two (2) unincorporated towns. As of the 2000 U.S. Census, the County population was 15,305. Butler County is recognized for its community schools and is home to seven (7) K-12 public schools. Butler County is largely agricultural, supporting 1,160 farms on 345,000 farmland acres. Farming provides more than twenty (20) percent of total employment earnings in the County. The County has many attractions, including a self-guided Barn Quilt tour with more than twenty (20) Barn Quilt sites.

Destruction path from EF5 tornado through Parkersburg
Courtesy of City of Parkersburg

Butler County, Iowa
Courtesy of INRCOG

PARKERSBURG

HOW TO USE THIS DOCUMENT

This *Long-Term Community Recovery (LTCR) Targeted Technical Assistance Report (Report)* for the City of Parkersburg serves as a guide to community recovery decision-making. It is intended that local governing bodies use the *Report* to coordinate strategies, initiatives, projects and identify implementation priorities.

This *Report* is not a set of specific recovery instructions. Recovery specifics change over time and recovery activities evolve as initiatives are undertaken or as more details become known. It is important to be flexible and assess changes based on the community's vision for its recovery and overall principles of the long-term recovery process.

It is recommended that the City identify someone to manage and lead implementation of Action Steps detailed in this *Report* and additional steps as the need arises. It is important to have someone responsible for the implementation of community-identified strategies, initiatives and projects and to guide recovery activities.

In addition to an overall leader, each of the strategies, initiatives, projects or tools will require someone who assumes ownership of the project to coordinate and support ongoing activities. That person is often called a project champion. In some cases, the project champion and overall leader may be the same. In most instances it is beneficial to have someone who is both familiar with the strategy, initiative or project and able to work with appropriate entities needed to accomplish the work. A project champion may be an individual or agency, although one person should be the designated contact if the champion is an agency or organization.

While the City will be the primary user of this *Report*, State and Federal partners in the long-term recovery effort may also use this document to assist in community recovery. Various State and Federal agencies may be key to acquiring needed funding for project implementation and project write-ups may be instrumental in determining appropriate agency match and meeting funding eligibility criteria. This document can help in completing those requirements.
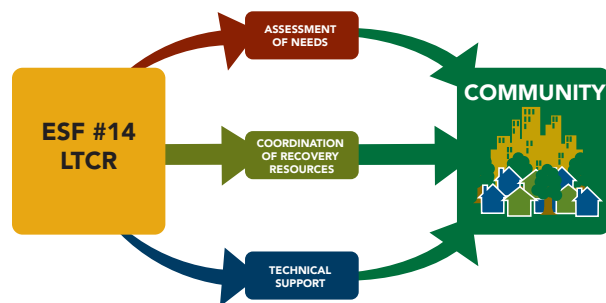
The Parkersburg Historical Home

COMMUNITY-BASED SUPPORT

ESF #14 Long-Term Community Recovery (LTCR) support is offered in partnership with State and local governments. It uses a community assessment process implemented by experienced recovery professionals and aided by subject-matter experts to determine whether a community would benefit from ESF #14 LTCR support. Assessments consider pre-disaster conditions, disaster impacts and post-disaster capability (remaining staff, functioning workspace, in place building codes, etc.) to manage recovery. Assessment results help guide how ESF #14 LTCR assistance might benefit a community and potential level of support needed.

ESF #14 LTCR in partnership with Rebuild Iowa Office (RIO), determined that ten (10) Iowa communities, including City of Parkersburg, would benefit from additional recovery resources ESF #14 LTCR brings to a community. ESF#14 LTCR offers several levels of support. Final determinants of level of support offered are made in partnership with the State and local community based on community need, willingness to participate in ESF #14 LTCR activities and capacity to respond to the impacts of the disaster.

In Parkersburg, the level of assistance recommended included an ESF #14 LTCR Technical Assistance Team (Team) of subject-matter experts. This Team was assembled to provide intensive, targeted and short-term, on-site recovery guidance. Assistance included targeted recovery coordination, workshop and meeting facilitation and identification and coordination of recovery resources.

Meetings with City officials and community members indicated that the community was moving quickly to restore the City to pre-disaster conditions. While insurance payments to homeowners and businesses were provided relatively quickly and money, labor and materials were donated to the community, the City needed additional funds for recovery operations.

In addition to technical assistance support, ESF #14 LTCR Team provided Parkersburg the *Long-Term Community Recovery Planning Process: A Self-Help Guide* as a community development planning resource for ongoing recovery efforts.
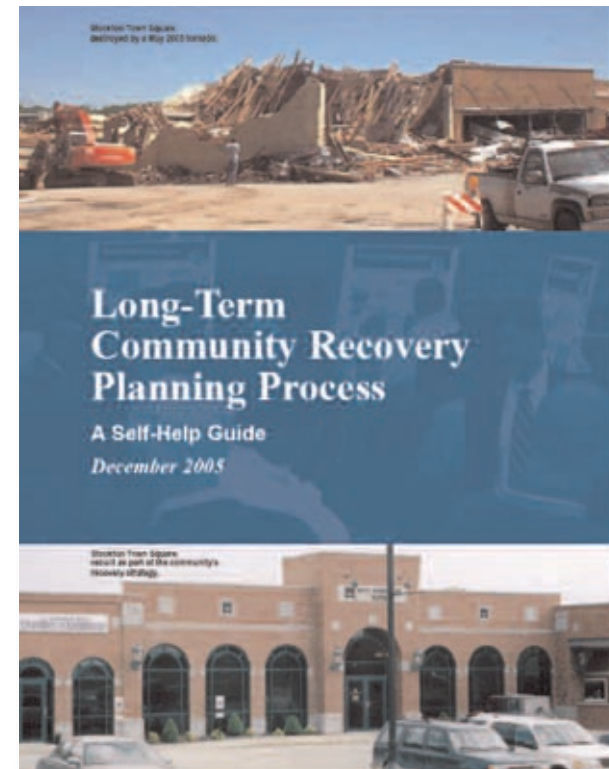
City entryway sign

PARKERSBURG RECOVERING

A community-driven recovery process began soon after the disaster. City of Parkersburg officials and staff, faith-based groups and civic organizations were actively engaged in recovery-related projects. Recovery projects and initiatives being developed or implemented by the community include:

- Aplington-Parkersburg High School.
- Parkersburg City Hall.
- Park Plaza Center.
- Tree Donations and Planting.
- *Parkersburg Playground Fund.*
- Sidewalk Standards.
- *Safe Routes to School Grant.*
- Parkersburg Entryway Signage.

ESF #14 LTCR Technical Assistance Team (Team) along with City leadership identified ways to support existing community planning efforts and integrate the ESF #14 LTCR framework into those processes in ways that added value. Additionally, the Team provided support for project development and other needed technical assistance resources.

STAKEHOLDER COMMITTEE

Parkersburg Long-Term Tornado Recovery Committee (LTTRC) is composed of approximately twenty (20) individuals from various sectors of the community. *LTTRC* was established to collect and disburse donations to the community. *LTTRC* has since become an official committee of the Parkersburg Economic Development (PED) Board and continues to serve as a community-recovery steering committee. *LTTRC* assisted with the initial coordination and creation of the *Parkersburg Visioning Committee*, established to support the community's recovery process.

RECOVERY PROCESS STAKEHOLDERS AND RESOURCES
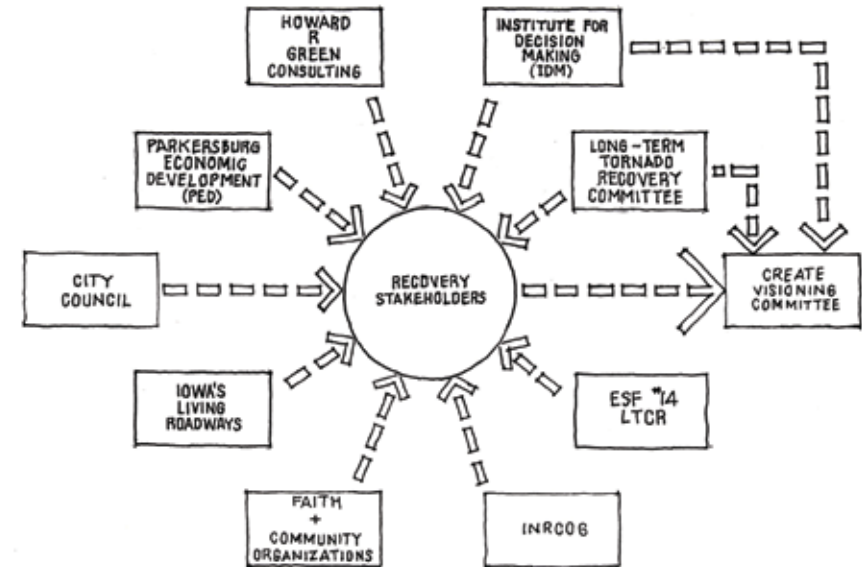
Downtown business district


Groundbreaking for the Park Plaza Center

Ed Thomas Field at Aplington-Parkersburg High School

VISION + PLANNING

Supplementing the fundraising efforts of the community, the City received two (2) grants from the U.S. Department of Agriculture (USDA) *Rural Business Enterprise Grants (RBEG)* program. The first grant funded revolving business loans for businesses impacted by the disaster. The second grant funded a technical assistance program, which provided professional planning and development services. Managed by Iowa Northland Regional Council of Governments (INRCOG), this grant brings together several subject-matter experts, including University of Northern Iowa Institute for Decision Making (IDM) and INRCOG to assist the City in managing its recovery efforts.

Howard R. Green Company is providing consulting services to the City and PED on the redevelopment of the Highway 57 Corridor and continuing outreach to damaged businesses in collaboration with University of Northern Iowa Small Business Development Center.

IDM is facilitating a *Community-Wide Visioning Process* that guides the *Parkersburg Visioning Committee* in establishing a vision for the future, including community recovery. Information gathered at public meetings and through a survey will be integrated into the next update of the *Parkersburg Comprehensive Plan*. Prepared by INRCOG, the comprehensive planning process begins in early 2009. IDM is also assisting the City by providing marketing materials and loss-of-revenue assessments.
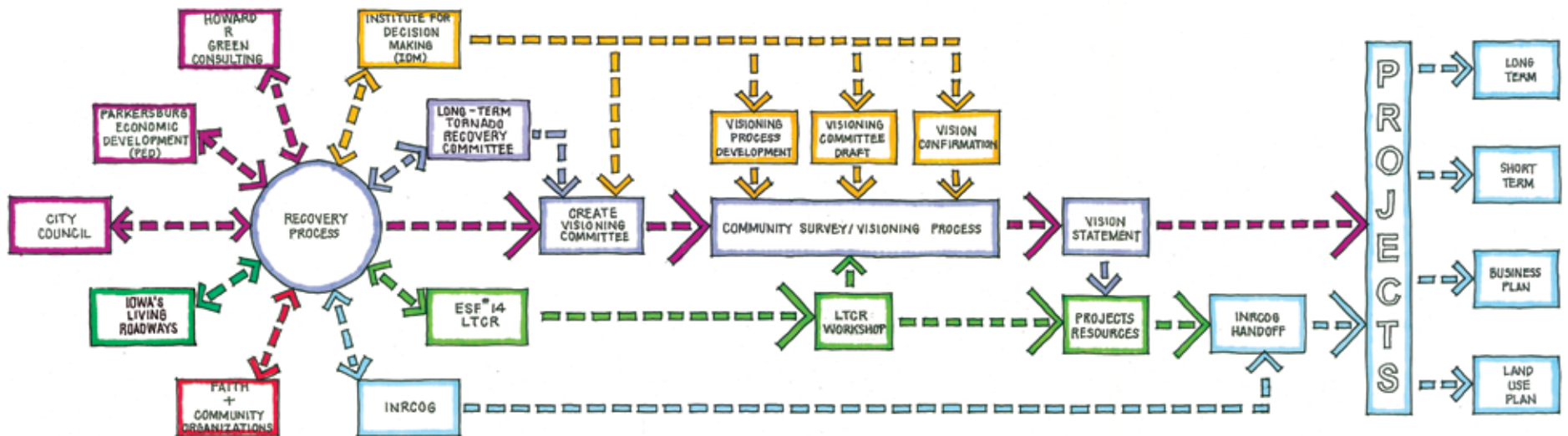
Parkersburg Recovery Process

Visioning Meeting

ESF #14 LTCR TECHNICAL ASSISTANCE

ESF #14 LTCR Technical Assistance Team (Team) worked with the City of Parkersburg to understand post-disaster conditions to identify opportunities and develop targeted initiatives, strategies and tools for recovery support. The Team focused support on four (4) areas of technical assistance:

- **Connectivity.** Facilitated meetings and identified methods for communicating activities among Parkersburg recovery partners.
- *PDG + Workshop.* Developed and introduced the *Project (and Program) Development Guide (PDG)* and *PDG Workshop* to support decision making.
- **Larrabee Center Preliminary Analysis**. Prepared preliminary programming and site design concepts for a new building.
- **Emerging ESF #14 LTCR Opportunities.** Identified preliminary project concepts and actions for further project development.

The Team supported other ongoing recovery activities in Parkersburg, such as University of Northern Iowa Institute for Decision Making's (IDM) *Community-Wide Visioning Process.*
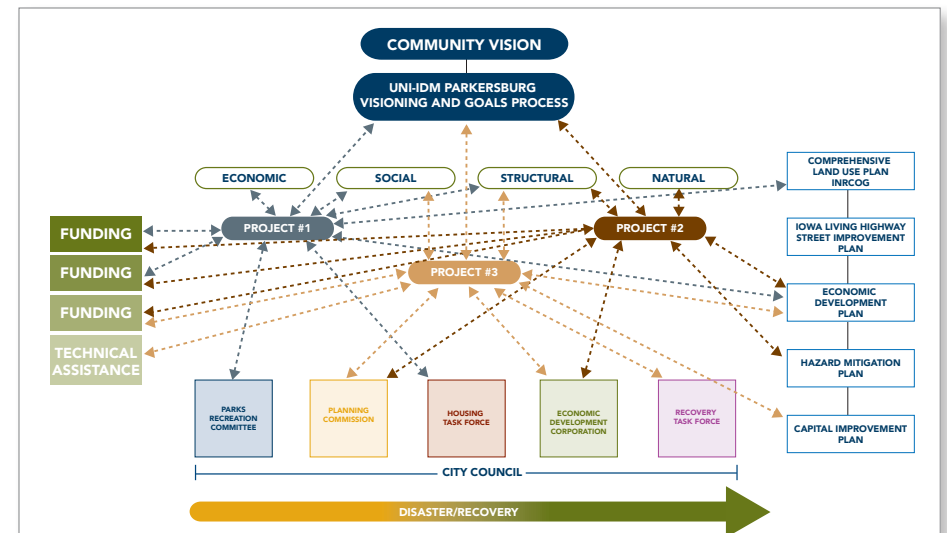
CONNECTIVITY

Successful recovery hinges on effective management and coordination of a complex recovery process. It is important for the community to recognize how to maximize opportunities, leverage resources and articulate the relationships between projects, other community planning efforts and other organizations involved in recovery.

The Team introduced the *Long-Term Community Recovery Planning Process: A Self-Help Guide (Self-Help Guide)* to City staff, University of Northern Iowa Institute for Decision Making (IDM), Iowa Northland Regional Council of Governments (INRCOG) and *Parkersburg Long-Term Tornado Recovery Committee (LTTRC)*. IDM incorporated elements of the *Self-Help Guide* and ESF #14 LTCR process into the *Community-Wide Visioning Proces*s they facilitated for Parkersburg. During their meetings, IDM provided opportunities for stakeholder groups to identify connectivity between projects, communicate among organizations and discuss project-related resources. As part of the process, IDM requested each stakeholder group identify three (3) short-term and three (3) long-term recovery projects allowing all groups to recognize opportunities to work collaboratively.

Increasing communication will help community members' ongoing awareness of recovery progress and encourage citizens to remain engaged in the community recovery process. The Team helped *LTTRC* identify community-wide communication strategies to improve the quantity and quality of information provided to the community. Communication outreach initiatives include use of the City's Web site and regular articles in local newspapers and newsletters.

As shown in *Project Connectivity Diagrams*, implementation of a project relies on a variety of connections to: governmental bodies and community organizations which oversee project development and implementation; plans and initiatives that codify the project; and funding sources that finance project planning, construction and operation. Projects rely on their relationships with other projects that provide support and leverage additional benefits. As the number of projects being undertaken grows, the number of interconnections also rapidly increases. Understanding these connections is the first step in converting them from challenges to opportunities. *Project Connectivity Diagrams* are included in the *Appendix*.

Sample *Project Connectivity Diagrams*

Parkersburg has the opportunity to coordinate assistance from a variety of local, State and Federal technical resources. To ensure each resource is utilized to its full potential, the Team participated in coordination meetings, which brought members of these organizations together with representatives of Parkersburg *LTTRC*. Recovery stakeholders recognized the need for improved coordination and communication between and among local organizations, City Council and the public regarding recovery activities and projects. Representatives discussed how to best coordinate overall recovery efforts, explored linkages between recovery initiatives, identified gaps and opportunities and assessed the need for ongoing support.

Communication and coordination create opportunities, develop broader plans and build better projects. Connectivity can be as straightforward as synchronizing grant applications and meeting with technical assistance providers. It can also include more involved analysis, such as helping the community to establish recovery and project priorities and determining how projects work together to achieve greater value in recovery.

Action Steps
- Establish an overall communications process for disseminating recovery project information to the community. Parkersburg *Long-Term Tornado Recovery Committee (LTTRC)* in coordination with *Visioning Committee* should develop a recommendation for City staff.
- Identify project champion to organize specific recovery projects and monitor status and progress.
- Schedule regular meetings where project champions involved with recovery efforts can discuss projects. Discussion can be held during the regularly scheduled *Visioning Committee* or *LTTRC* meetings.
- Identify resources or technical assistance to support a recovery or implementation coordinator to manage and oversee the community recovery process.
- Provide monthly recovery status reports to City Council so that project and recovery activity updates become public records. Updates to be done by coordinating organization or project champion.
- Begin a weekly series of articles in local newspapers and newsletters to raise visibility and awareness of recovery activities and projects.
- Update City Web site to increase availability of recovery-related information. This will require identifying a volunteer with Web development experience.
- Explore technical assistance programs through INRCOG, local universities and colleges, and other regional organizations to assist with Web site development, articles and other communications tools.

PDG Workshop provided community stakeholders tools to identify projects and potential funding resources

PDG + WORKSHOP

Recovery follows an organized process. Beginning with a community vision for recovery, issues, needs and opportunities are identified, goals are established and recovery projects are developed.

The Team developed the *Project (and Program) Development Guide (PDG)* to support Parkersburg's recovery. *PDG* is a template to help a community manage project development by providing guidance to organize project descriptions and details. *PDG* identifies how project proposals can be strengthened with opportunities for project connectivity or for leveraging resources. *PDG* facilitates project planning and when a project is fully developed and ready to seek resources, the completed document can be used for grant applications or requests for technical assistance. An example of the *PDG* is shown below and the template is included in the *Appendix*.

A collaborative approach to project development is a trademark of successful community recovery. *PDG* encourages collaboration using both existing and potential assets to facilitate a community's recovery. During the first IDM *Visioning Meeting*, each group

reported on projects in which they were involved and a facilitator noted comments on a flip chart. When participants viewed this complete list of recovery efforts, they began to see how similar projects would benefit from a coordinated approach. Projects that connect with recovery efforts are made more attractive to prospective funding sources. Creating connections across recovery sectors or groups and other recovery initiatives provides a foundation for the pooling of resources, maximizing their impact.

On November 5, 2008, the Team held a *PDG Workshop* to allow more of the community to see the benefit of collaboration. *PDG Workshop* introduced the project development process and familiarized participants with the *PDG* through a hands-on exercise.

Another ESF #14 LTCR tool, a *Resource Guide,* was introduced at the *PDG Workshop*. This *Tool* assists communities in identifying technical assistance and funding sources, facilitates recovery coordination and encourages communication between community recovery stakeholders and project sponsors.

KEY FACTS

☐ Background (Include Disaster Impacts Associated with the Project).

☐ Project Type (Program, Process, Capital Project, Etc.) (Detailed to Differentiate from "*Scope of Work*" Below).

☐ How This Project Fits with COMMUNITY VISION.

PROJECT DESCRIPTION

☐ *Scope of Work*: Program Requirements; Physical Attributes (if Applicable) Such as: Dimensions, Property Description, Volume, Acquisition of Property, Site Control, Etc.

☐ *Project Benefits:* How Does the Project:

o Stimulate the Community's Economy or Create Economic Opportunities?

o Illustrate Recovery Activity?

o Provide Linkages or Connectivity to Other Projects, Sectors or Resources?

Project (and Program) Development Guide (PDG) detail

After the *PDG Workshop*, participants understood the value of the ESF #14 LTCR *Tools* and how to use these *Tools* to leverage community recovery. As a result, committee members requested another *Workshop* to further develop projects. Project champions have found the *PDG* to be a useful tool for identifying opportunities and challenges that might not have been previously considered.

> *"The whole process has been good for the community and we benefited greatly from the Workshop. It illustrated how everything in the process is connected. We also realized it is not all about one person or one agenda; all these projects are connected and need coordination to get a bigger impact."*
>
> – Mike Campbell
> *Visioning Committee* Member

Action Steps
- Participate in additional *PDG* and *Resource Workshops* being offered through RIO and ESF #14 LTCR.
- Identify stakeholders (previous *Workshop* attendees) willing to assist with additional local *PDG* completion. Schedule working sessions to focus on the three (3) community-identified projects studied during *Visioning Process*.
- Revisit project list generated during *Visioning Meetings* and develop a completed *PDG* for each project.

Community stakeholders participate in *PDG Workshop*

- Coordinate with Parkersburg Economic Development (PED) to include recovery projects in City plans.
- Work with INRCOG to develop a formal *Capital Improvements Program (CIP)* for the City of Parkersburg, to facilitate coordination, funding and budgeting for projects.
- Use the ESF #14 LTCR *Resource Guide* and RIO to explore additional funding sources.
- Identify technical resource programs that assist with grant writing.

PROJECT DEVELOPMENT PROCESS OVERVIEW

COMMUNITY VISION

ISSUE/ NEED/ OPPORTUNITY

GOAL 1 — GOAL 2 — GOAL 3 — GOAL 4

IDENTIFY PROJECT A — IDENTIFY PROJECT B — IDENTIFY PROJECT C — IDENTIFY PROJECT D — IDENTIFY PROJECT E — IDENTIFY PROJECT F — IDENTIFY PROJECT G

NOT DEVELOPED — DEVELOP PROJECT B — DEVELOP PROJECT C — DEVELOP PROJECT D — DEVELOP PROJECT E — DEVELOP PROJECT F — DEVELOP PROJECT G

EVALUATE AND PRIORITIZE

IMPLEMENT PROJECT C — IMPLEMENT PROJECT D — NOT IMPLEMENTED — IMPLEMENT PROJECT G

IMPLEMENT PROJECT B — IMPLEMENT PROJECT F

LARRABEE CENTER PRELIMINARY ANALYSIS

Larrabee Center, Inc. thrift store (Trinkets and Togs) was destroyed by the tornado. This organization assists the elderly with residential support services, offers vocational services to persons with disabilities and work training space for its clients. The store was open for only nine (9) months pre-disaster.

After the Larrabee Center received a U.S. Department of Agriculture (USDA) Rural Development loan to build a thrift store, INRCOG identified the opportunity to potentially leverage USDA Rural Development funding with a U.S. Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG). The combined funds would allow construction of a new facility in Parkersburg, providing administrative offices, training workspace and a thrift store. The new building, with additional program space allows a more permanent presence in the community, while expanding services within the region and reaching more clients.

The Team assisted with preliminary programming, including conceptual site plans, design alternatives and cost estimates for a new building. Additional programming details are included in the *Appendix*. As part of the project development process, the Team facilitated a discussion with Larrabee Center staff, City staff and community stakeholders about opportunities and site selection options. Preliminary findings were presented at a November meeting with representatives of Parkersburg Economic Development (PED), *Parkersburg Long-Term Tornado Recovery Committee (LTTRC)* and Larrabee Center. Stakeholders noted that the subsequent discussion of exploring pros and cons for each site was valuable and offered them site selection opportunities and considerations for future endeavors.

Action Steps

- Develop a *PDG* for the Larrabee Center based on the preliminary analysis to determine how this project could add value to the community by supporting other programs such as *Meals on Wheels*, a senior drop-in center or the local food bank.
- Research grants and other opportunities to supplement current funding that could be linked to the expansion of services provided by Larrabee Center.
- Identify opportunities to hire a consultant to further develop architectural plans for the building. Design concepts should consider grant eligibility requirements (e.g., consistent with *Green Streets* criteria required for HUD grant eligibility).
- Investigate additional site locations which will provide adequate space to accommodate the proposed building, parking and ease of access for visitors, staff and delivery trucks.

EXTERIOR ELEVATION - FRONT

Conceptual sketch

GROUND FLOOR LAYOUT PLAN

Conceptual sketch

EMERGING ESF #14 LTCR OPPORTUNITIES

As a result of the discussions with City staff and community stakeholders, ESF #14 LTCR Technical Assistance Team (Team) compiled a list of potential projects or concepts (below). These projects are not yet fully formulated.

ESF #14 LTCR projects are intended to help communities recover from a disaster. Individual projects are aimed at achieving the community's post-disaster vision and when viewed in a broad context may have an impact beyond their original scope or purpose.

Parkersburg can evaluate potential benefits of these projects and consider how they could be further refined. As each project moves forward, a detailed write-up can be developed using the *PDG* as a guide.

Project concepts are briefly described below with recommended Action Steps to move these concepts forward.

Relocate Ball Fields Outside Beaver Creek Floodplain

Construction of ball fields at an upland location to eliminate recurrent flood damage.

Action Steps
- Coordinate this project with ball field repairs being addressed through FEMA Public Assistance Program.
- Facilitate meeting with area Little League program to identify opportunities, project support and champion.
- Consider co-location of ball fields as part of a combined recreational facility shared with the City of Aplington and/or part of a sports complex that includes other recreation facilities.
- Develop a project write-up using the *PDG*.
- Coordinate with the area Little League program and Parkersburg Rotary Club to determine if project can be coordinated with *Parkersburg Playground Fund* plans for replacing playground equipment.

- Identify and evaluate potential site locations, considering factors such as ease of access, proximity to other sports facilities and schools, potential for future expansion and safety considerations.
- Identify opportunities for funding and technical resources with State, Federal and nonprofit organizations.
- Develop a *Parks and Recreation Plan* to coordinate this and other recreation-related projects with future development activities.

Develop a Memorial Park to Honor Tornado Victims

A number of community groups have expressed a desire for a Memorial Park. Groups could coordinate efforts to maximize benefits and leverage funding.

Action Steps
- Facilitate a meeting with the three (3) organizations currently involved with activities and use *PDG* to identify opportunities for the development of a Memorial Park.
- Conduct a meeting to generate greater public participation and reach community consensus.
- Identify opportunities to develop project partnerships to provide technical assistance. Technical assistance may include offers of support from State agencies, university-sponsored student projects or professional associations.
- Identify and evaluate potential Memorial Park sites and prepare preliminary design concepts.
- Consider fundraising campaign to demonstrate local project support.
- Identify opportunities to leverage local fundraising with funding and technical resources with State, Federal and nonprofit organizations.

Increase Building and Code Inspection Staffing Capacity

City Council recognizes the need for additional permitting and code inspection staff to conduct additional infrastructure-related recovery work. City could consider options for long-term assistance, such as sharing staff with other jurisdictions or technical assistance programs with INRCOG and other regional resources.

Action Steps

- Identify options for sharing building and zoning permitting, inspection and enforcement staff with other cities or with Butler County. Consider both short- and long-term solutions to address community needs.
- Explore opportunities to utilize INRCOG's Geographic Information System (GIS) capabilities to improve property and infrastructure record keeping.
- Explore organizations that could provide technical assistance support through internships, job training or other programs that provide work experience. Consider university or community college-sponsored student internships, building trades associations or professional associations for technical assistance.
- Develop the program using the *PDG* and identify opportunities to leverage resources.

Emergency Services Building Training Room

City fire station is being rebuilt and additional meeting space for training has been identified as an important need.

- Explore regional opportunities of project with Butler County Emergency Management and other area emergency service providers.
- Identify additional program and training opportunities to be supported by project.
- Develop the project using the *PDG* and identify opportunities to leverage existing fundraising efforts with grants and other funding resources.

- Review criteria and eligibility for Federal Emergency Management Agency's (FEMA) Preparedness Grant Programs including: *Competitive Training Grant Program* and *Emergency Operations Center (EOC) Grant Program*.

Improve Existing Infrastructure

The community has identified a need for upgraded utility services and plans that accurately reflect current and future demand.

Action Steps

- Develop a formal *Capital Improvements Program (CIP)* that identifies Parkersburg's current and future infrastructure needs and allows proper planning and budgeting to provide services.
- Explore opportunities to upgrade infrastructure as part of recovery efforts, including installation of fiber-optic telecommunication lines.
- Coordinate with local utilities group to identify goals and strategies for incorporating renewable energy sources as part of the infrastructure improvements and *CIP*.
- Support plans for infrastructure improvements through updated building, zoning and development regulations, including enforcement.

Water tower remains standing post-tornado

NEXT STEPS

Responsibility for adopting and implementing recovery strategies, initiatives and projects remains with the community guided by its civic and elected leadership. Assessing each project's impact on recovery should guide defining implementation priorities. For example: *Does one (1) step make four (4) others possible? Does the step being considered depend upon the completion of some other action or activity? Does completing this recovery project build excitement and community momentum? Restore hope?* The answers to these questions, in part, help a community determine both immediate and long-term value of the project to community recovery.

The following principles guide implementation priorities:
- Focus on projects and strategies that will have the most impact on recovery when completed.
- Move forward on projects and strategies that can be completed quickly, have significant public support or have available resources. Completion of these initiatives or projects creates significant visibility for recovery and helps solidify community and political support for continued recovery activities.

ESF #14 Long-Term Community Recovery (LTCR) Technical Assistance Team (Team) in conjunction with local officials identified critical next steps to build upon the provided technical assistance support. The Team encouraged local officials and community stakeholders to utilize the *Project (and Program) Development Guide (PDG)* and the concepts developed during the *Workshop* to develop and move forward on recovery projects. Action Steps are identified in the Technical Assistance section of this *Report*.

City of Parkersburg
Parkersburg Economic Development (PED)

Parkersburg Long-Term Tornado Recovery Committee (LTTRC)
Parkersburg Visioning Committee
Parkersburg Historical Society
Larrabee Center, Inc.
Butler County Development Corporation

Howard R. Green Company

University of Northern Iowa Institute for Decision Making (IDM)
Iowa Northland Regional Council of Governments (INRCOG)

Rebuild Iowa Office (RIO)
State of Iowa

APPENDIX

FEMA

ESF #14 LONG-TERM COMMUNITY RECOVERY
PROJECT AND PROGRAM DEVELOPMENT GUIDE

ESF #14
LONG-TERM COMMUNITY RECOVERY

COMMUNITY

PROJECT NAME

SECTOR

PROJECT SPONSOR (Organization Type)

LOCAL COMMUNITY CONTACT

Name	Title	Role in LTCR

CONTACT INFORMATION

Phone	Cell	E-mail

COMMUNITY VISION

KEY FACTS

☐ Background (Include Disaster Impacts Associated with the Project).

☐ Project Type (Program, Process, Capital Project, Etc.) (Detailed to Differentiate from "*Scope of Work*" Below).

☐ How This Project Fits with COMMUNITY VISION.

PROJECT DESCRIPTION

☐ *Scope of Work*: Program Requirements; Physical Attributes (if Applicable) Such as: Dimensions, Property Description, Volume, Acquisition of Property, Site Control, Etc.

☐ *Project Benefits*: How Does the Project:

  ○ Stimulate the Community's Economy or Create Economic Opportunities?

  ○ Illustrate Recovery Activity?

  ○ Provide Linkages or Connectivity to Other Projects, Sectors or Resources?

  ○ Benefit the Community as a Whole?

  ○ Contribute to the Community's Quality of Life?

☐ What are Options/Alternatives for this Project? Why is This Option/Alternative Chosen?

☐ Identify Project Development and Implementation Timeframe(s).

PROJECT IMPACT

☐ Describe Impacted Populations (Demographics).

☐ Describe Geographic Area of Impact.

☐ Is This Project Part of a Multi-Agency Project? Are There Memorandums of Understanding (MOUs) Between Multiple Organizations?

This template was developed as a Long-Term Community Recovery (LTCR) tool to aid LTCR Project development. It may be adapted for general recovery or other projects.

PARTNERING FOR **RECOVERY**

RIO — Rebuild Iowa Office

University of Northern Iowa — Institute for Decision Making

INRCOG — Iowa Northland Regional Council Of Governments

ESF #14 LONG-TERM COMMUNITY RECOVERY

FEMA

☐ Is This Project a Prerequisite for Any Other Projects?

IMPORTANCE FOR RECOVERY
☐ Is the Project a Long-Term Community Recovery (LTCR) or General Recovery Project?
☐ How Would the Project Help Achieve the Community's Post-Disaster Community Vision?
☐ How Does the Project Support Community Sustainability? (e.g., Does it Include Efficient Use of Energy, Land and Natural Resources?)
☐ How Does the Project Leverage LTCR (or General Recovery), Facilitating Recovery Beyond Meeting Its Own Goals?
☐ How Does the Project Incorporate Best Practices for Reducing Loss in the Future Due to Disasters?
☐ How Does the Project Build Community Capacity (Ability to Meet Community Needs Efficiently and Effectively)?

FEASIBILITY
☐ Does This Project Have Any Prerequisites?
☐ Does Project Require Multiple Resource Partners (Technical Assistance, Funding Resources, Etc.)? Include Contact Information if Known.
☐ How is Community Support Documented (e.g., Has a Resolution of Support Been Passed? What Community Organizations Support the Effort? What Governing Bodies? Etc.)?
☐ Does the Project Have a Champion? If Yes, Who Will Carry This Project Forward (Person and Contact Information)?
☐ Does the Community Have the Workforce and Resources to Sustain the Project?
☐ Is Project Feasible (High, Moderate, Low Likelihood of Becoming a Reality)? For Example, Does the Project Have Any Fatal Flaws or Major Hurdles?

PHASING
☐ Are There Phasing Opportunities for the Project? If Yes, Identify.
☐ If Phasing Has Begun, Identify Start Date and Provide a Brief Description of What's Been Done So Far.
☐ Is the Project Achievable (Within a 3 - 5 Year Recovery Timeline)?

COST ESTIMATE/FINANCIAL CONSIDERATIONS
☐ Anticipated Project Costs (Use attached spreadsheet).
☐ What Prospective Funding and/or Other Resources are Available to Develop and Implement the Project?
☐ What Other Funding is Committed?
☐ What Other Funding has been Expended?
☐ Identify a Detailed Operational Budget (Attach a Separate Page if Necessary).
☐ Identify Any Funding Gaps.
☐ If Funding Gaps Exist, What are the Likely Sources of Funding?

FORWARD ACTION/NEXT STEPS
☐ Who Else Does This Project Impact and What Other Groups Might Impact This Project?
☐ What are the Next Steps to Connecting the Project to Other Initiatives in the Community? To the Community as a Whole?
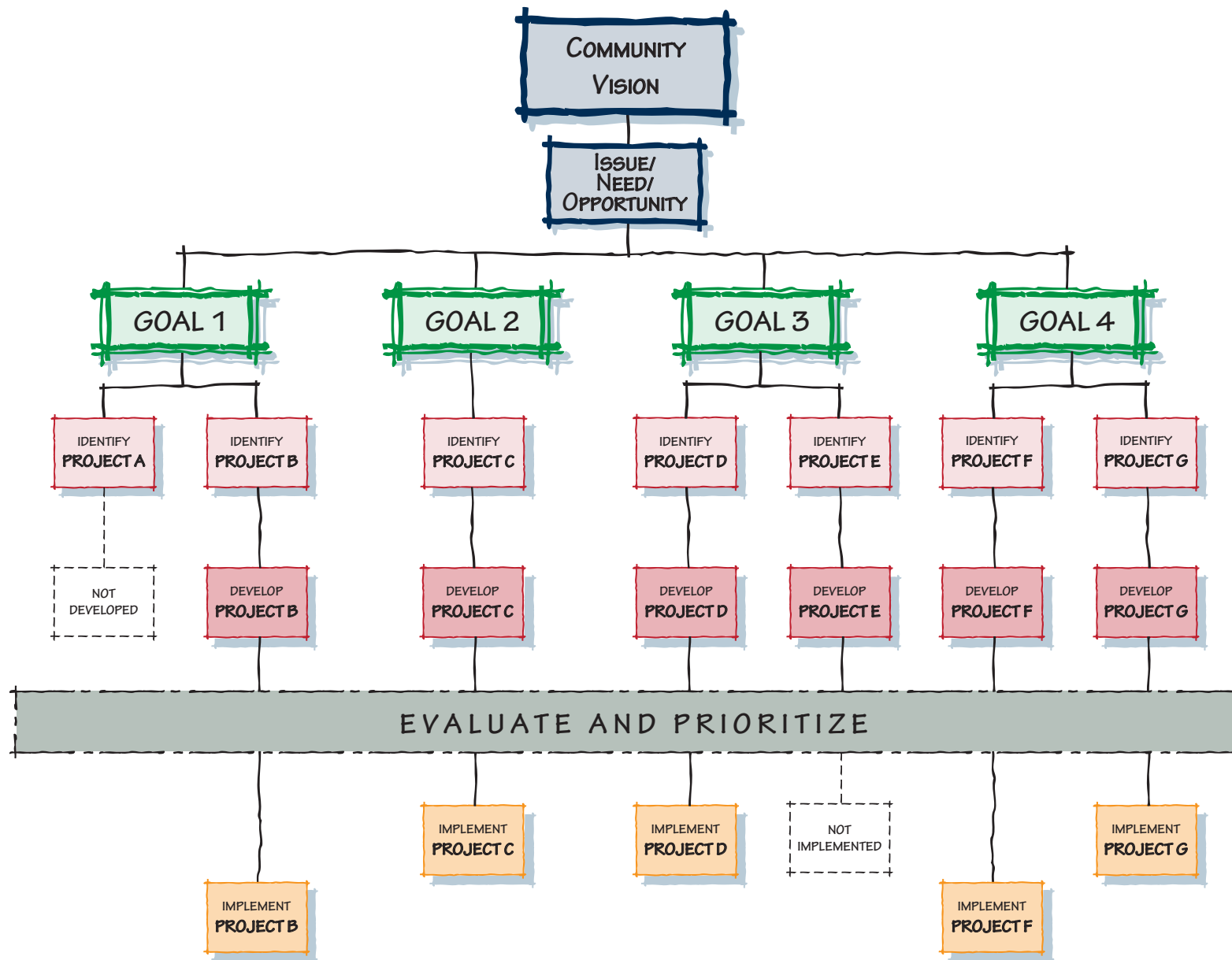
PARTNERING FOR **RECOVERY**

ESF #14 LONG-TERM COMMUNITY RECOVERY

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PROJECT DEVELOPMENT PROCESS OVERVIEW

COMMUNITY VISION

ISSUE/ NEED/ OPPORTUNITY

GOAL 1	GOAL 2	GOAL 3	GOAL 4

IDENTIFY PROJECT A | **IDENTIFY PROJECT B** | **IDENTIFY PROJECT C** | **IDENTIFY PROJECT D** | **IDENTIFY PROJECT E** | **IDENTIFY PROJECT F** | **IDENTIFY PROJECT G**

NOT DEVELOPED | **DEVELOP PROJECT B** | **DEVELOP PROJECT C** | **DEVELOP PROJECT D** | **DEVELOP PROJECT E** | **DEVELOP PROJECT F** | **DEVELOP PROJECT G**

EVALUATE AND PRIORITIZE

IMPLEMENT PROJECT C | **IMPLEMENT PROJECT D** | NOT IMPLEMENTED | **IMPLEMENT PROJECT G**

IMPLEMENT PROJECT B | **IMPLEMENT PROJECT F**

PROJECT CONNECTIVITY DIAGRAM
PROJECT DEVELOPMENT TEMPLATE (PDT) INFORMS

COMMUNITY VISION

UNI-IDM PARKERSBURG VISIONING AND GOALS PROCESS

ECONOMIC	SOCIAL	STRUCTURAL	NATURAL

PROJECT #1

PROJECT #2

PROJECT #3

FUNDING

FUNDING

FUNDING

TECHNICAL ASSISTANCE

COMPREHENSIVE LAND USE PLAN INRCOG

IOWA LIVING HIGHWAY STREET IMPROVEMENT PLAN

ECONOMIC DEVELOPMENT PLAN

HAZARD MITIGATION PLAN

CAPITAL IMPROVEMENT PLAN

PARKS RECREATION COMMITTEE	PLANNING COMMISSION	HOUSING TASK FORCE	ECONOMIC DEVELOPMENT CORPORATION	RECOVERY TASK FORCE

CITY COUNCIL

DISASTER/RECOVERY

PROJECT CONNECTIVITY DIAGRAM
PROJECT DEVELOPMENT TEMPLATE (PDT) INFORMS

COMMUNITY VISION

UNI-IDM PARKERSBURG VISIONING AND GOALS PROCESS

ECONOMIC SOCIAL STRUCTURAL NATURAL

COMPREHENSIVE LAND USE PLAN INRCOG

IOWA LIVING HIGHWAY STREET IMPROVEMENT PLAN

PROJECT #1

PROJECT #2

PROJECT #3

ECONOMIC DEVELOPMENT PLAN

FUNDING

FUNDING

FUNDING

TECHNICAL ASSISTANCE

HAZARD MITIGATION PLAN

CAPITAL IMPROVEMENT PLAN

PARKS RECREATION COMMITTEE

PLANNING COMMISSION

HOUSING TASK FORCE

ECONOMIC DEVELOPMENT CORPORATION

RECOVERY TASK FORCE

CITY COUNCIL

DISASTER/RECOVERY

PROJECT CONNECTIVITY DIAGRAM
PROJECT DEVELOPMENT TEMPLATE (PDT) INFORMS

LARRABEE CENTER PRELIMINARY ANALYSIS

Building Program

RETAIL SPACE   2,880 S.F.

Sales Counter
Clothing Area
Dressing Room
Housewares
Shoes
Books

OFFICE SPACE   360 S.F.

Private Offices (2)
Restrooms (2)
Storage Rooms

PROGRAM TRAINING AREA   680 S.F.

Loading and Sorting
Break Room

MISCELLANEOUS   470 S.F.

Restrooms (2)
Mechanical
Circulation

TOTAL BUILDING AREA   4,390 S.F.

PARKING REQUIREMENTS*   14 SPACES

Clothing Sales (1 Space per 300 S.F. = 10 Spaces)
Office (1 Space per 1 Employee = 4 Spaces)
Loading Dock Space 400 S.F. (20 ft.. x 20 ft.)
*Handicap Space Requirement = 1 Space

Preliminary Cost Estimate

Property Acquisition		**Unknown**
Permitting Lump Sum		**$2,000**
Site Preparation		**$12,340**
• **Demo Concrete**	1,500 @ $6.20	
• **Demo Asphalt**	25 @ $11.60	
• **Dump Debris**	110 @ $25.00	
• **Building Costs**		**$439,000**

Total Direct Costs		**$453,340**

A/E Fees	@ 10%	**$45,334**
SUBTOTAL		**$498,674**

Construction Management Fees	@10%	**$49,868**
SUBTOTAL		**$548,542**

Contingency	@ 10%	**$54,854**
TOTAL PROJECT COST		****$603,396**

*Building square foot cost was obtained from Kendale Design/Build Inc., in Jacksonville, Florida and is based upon an actual $80 per square foot cost for the design and construction of a 5,000 square foot Vietnamese Cultural Center for a Catholic Church. The church building is pre-engineered with a sloped roof, a few architectural amenities, a kitchen area, a large meeting room, several offices, and an entry foyer. Storm sewer, sanitary sewer, electric power, interior and exterior lighting, and landscaping are included.

**Exterior paving costs are excluded from this construction cost since a site for building has not been selected. The exact layout of the parking and sidewalks will be determined by the configuration of the final lot selected for the building. The paving cost for the church project described above was $13 per square foot. (The average area required for parking shown in the three (3) site alternatives for the Larrabee Center is 12,000 square feet which computes to $156,000.)
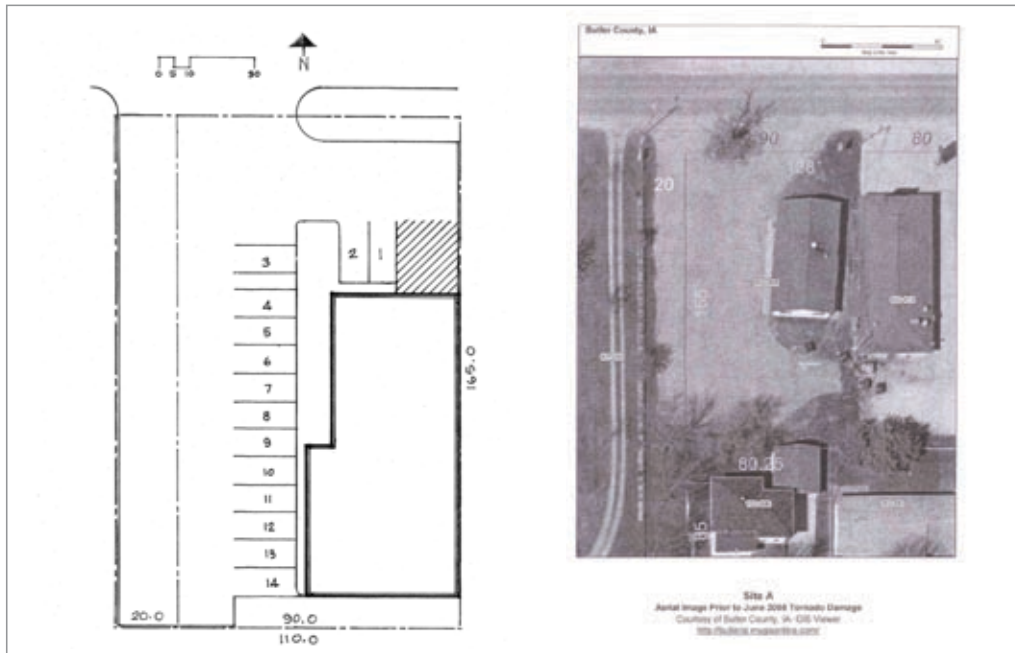
Site A
Aerial Image Prior to June 2008 Tornado Damage
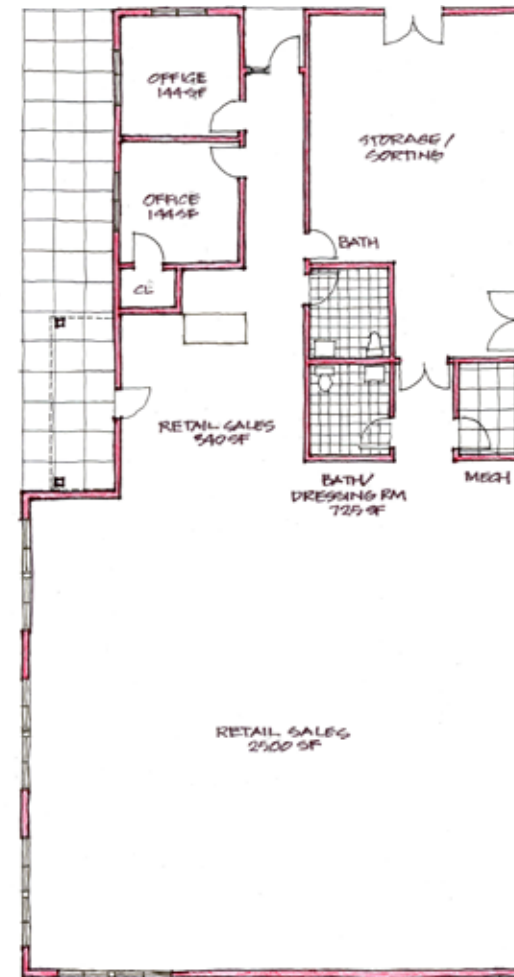Courtesy of Butler County, IA- GIS Viewer
http://butlercc.mapseribs.com/

BENEFITS

✓ Existing curb cuts.

✓ Existing pavement.

✓ Shared access driveway.

✓ Approximately 20' x 19' loading zone.

✓ Sufficient parking (13).

✓ Room for trailer storage.

CHALLENGES

✓ Driveway alignment.

✓ Minimal site grading/prep work needed.

✓ One driveway must be closed due to parking/circulation issues.

✓ Existing pavement may be damaged during construction.

✓ Shared access driveway needs formal legal agreement.

✓ Poor pedestrian accessibility.

DRAFT

OFFICE 144 SF

OFFICE 144 SF

CL

STORAGE / SORTING

BATH

RETAIL SALES 540 SF

BATH/ DRESSING RM 725 SF

MECH

RETAIL SALES 2500 SF

GROUND FLOOR LAYOUT PLAN

EXTERIOR ELEVATION - FRONT

LARRABEE CENTER

EXTERIOR ELEVATION - SIDE

EXTERIOR ELEVATION - SIDE

PARKERSBURG – LARRABEE CENTER – SITE A

ESF #14
LONG-TERM COMMUNITY RECOVERY

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Site B
Aerial Image Prior to June 2008 Tornado Damage
Courtesy of Butler County, IA- GIS Viewer
http://butleria.mygisonline.com/
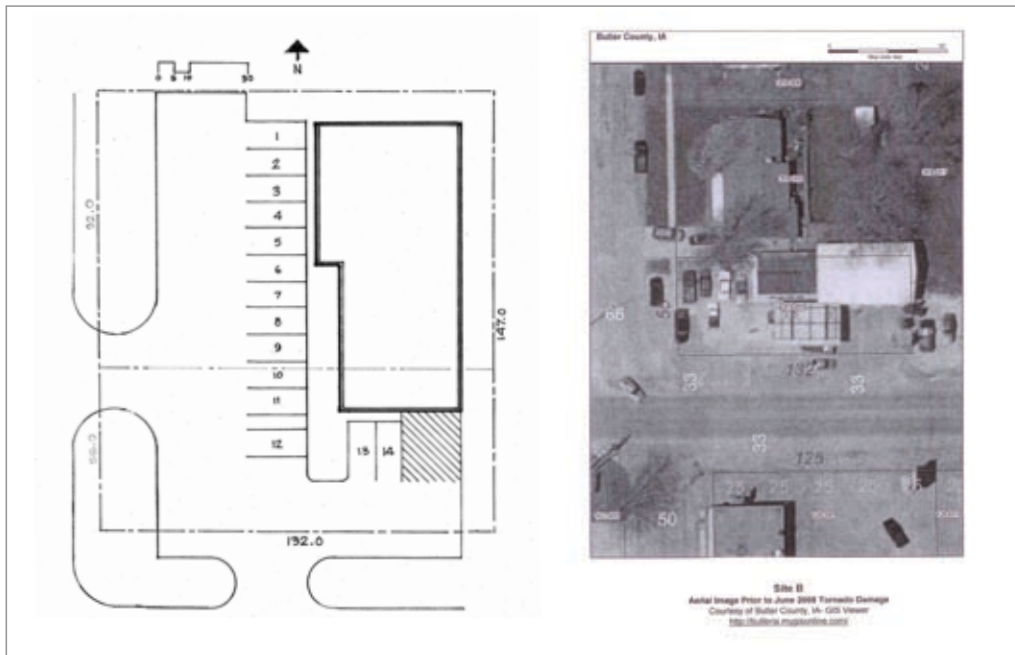
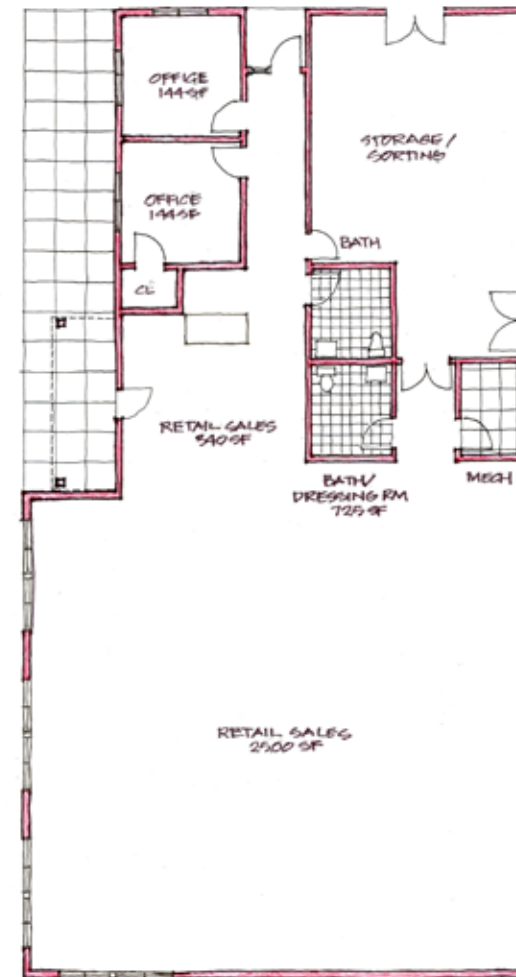## BENEFITS

✓ Safe driveway access.

✓ Location next to convenience store will be high traffic.

✓ Sufficient parking (15).

✓ Approximately 20' x 19' loading zone.

✓ Good pedestrian accessibility (Convenience store and assisted living)

✓ Room for trailer storage.

CHALLENGES

✓ New driveway construction.

✓ Significant site grading/prep work needed.

✓ Possible hazardous materials contamination.

✓ Minimal setback from IA 57 (safety/future ROW acquisition).

✓ Need to rezone residential parcel (fees/process/neighborhood opposition).

✓ Building near residential uses will require additional screening (fences, hooded lights, etc.)

DRAFT

Ground floor layout plan

OFFICE 144 SF
OFFICE 144 SF
STORAGE / SORTING
BATH
CL
RETAIL SALES 540 SF
BATH/ DRESSING RM 725 SF
MECH
RETAIL SALES 2500 SF

EXTERIOR ELEVATION - FRONT

LARRABEE CENTER

EXTERIOR ELEVATION - SIDE

EXTERIOR ELEVATION - SIDE

BENEFITS

✓ Safe driveway access.

✓ Sufficient parking (17).

✓ Existing curb cuts.

✓ Approximately 20' x 20' loading zone.

✓ Attractive area near entrance for landscaping or patio.

✓ Long end of building faces IA 57 – good visibility.

✓ Room for trailer storage.

CHALLENGES

✓ Moderate site grading/prep work needed.

✓ Existing pavement may be damaged during construction.

✓ Further from center of town.

✓ Building near residential uses will require additional screening (fences, hooded lights, etc.)

DRAFT

EXTERIOR ELEVATION – FRONT

EXTERIOR ELEVATION – SIDE

EXTERIOR ELEVATION – SIDE

US 57 & IA 14

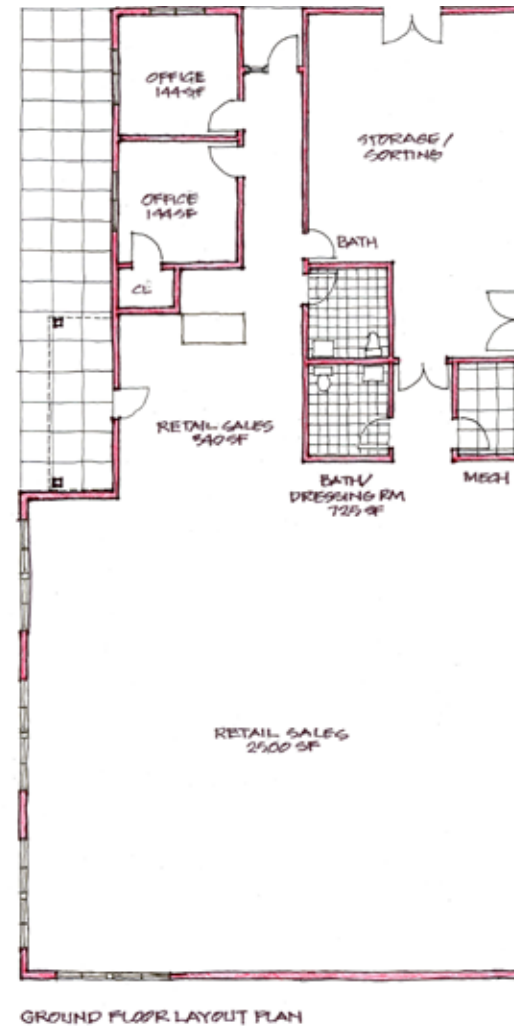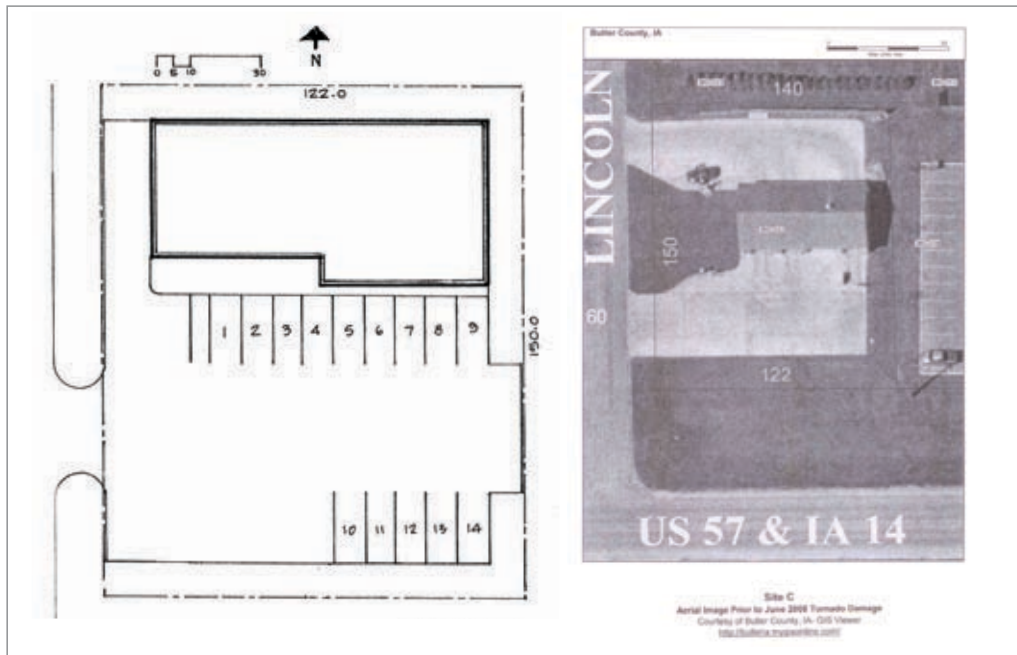LINCOLN

Site C
Aerial Image Prior to June 2008 Tornado Damage
Courtesy of Butler County, IA - GIS Viewer

OFFICE 144 SF

OFFICE 144 SF

STORAGE / SORTING

BATH

RETAIL SALES 540 SF

BATH/ DRESSING RM 725 SF

MECH

RETAIL SALES 2500 SF

GROUND FLOOR LAYOUT PLAN

LARRABEE CENTER

PARKERSBURG – LARRABEE CENTER – SITE C

ESF #14
LONG-TERM COMMUNITY RECOVERY

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PARTNERING FOR **RECOVERY**

Main Street Parkersburg, Present

Main Street Parkersburg, 1922
Courtesy of Parkersburg Historical Society

INSTITUTE FOR DECISION MAKING (IDM)

LONG-TERM TORNADO RECOVERY COMMITTEE

VISIONING PROCESS DEVELOPMENT

VISIONING COMMITTEE DRAFT

VISION CONFIRMATION

CREATE VISIONING COMMITTEE

COMMUNITY SURVEY / VISIONING PROCESS

VISION STATEMENT

ESF #14 LTCR

LTCR WORKSHOP

PROJECTS RESOURCES

INRCOG

Parkersburg Recovery Process