CONCEPT 1   ALTERNATIVE 2

ALTERNATIVE 3   BENEFITS

ALTERNATIVE 1

CONCEPT 2   ALTERNATIVE 2

ALTERNATIVE 3   CHALLENGES

INPUT
CONSENSUS
CONFIRMATION

CONNECTIONS

COMMUNITY

LONG-TERM COMMUNITY RECOVERY STRATEGY

WAVERLY, IOWA
DECEMBER 2008

Cedar River through Waverly looking south

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 STRATEGY

ESF #14
LONG-TERM COMMUNITY RECOVERY

FEMA

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First National Bank at corner of First Street SE and East Bremer Avenue
From the Waverly Historical Photographs Collection of the Waverly Public Library

Long-Term Community Recovery (LTCR) Targeted Technical Assistance Strategy (Strategy) is an outcome of the coordinated effort of the City of Waverly, Rebuild Iowa Office (RIO) and Federal Emergency Management Agency (FEMA) Emergency Support Function (ESF) #14 Long-Term Community Recovery (LTCR) Branch.

In partnership with City officials and RIO and informed by community outreach efforts, ESF #14 LTCR provided Targeted Technical Assistance to the Waverly community. This support helped the community identify and provide visibility to recovery issues, needs and opportunities that when addressed can result in a more effective long-term recovery for the community.

On August 28, 2008, Waverly ESF #14 LTCR Technical Assistance Team (Team) initiated a series of meetings, including two (2) *Community Open House* events, five (5) *Stakeholder Meetings* and *Workshops* and multiple discussions with local officials, business owners and other residents. These meetings represent a foundation for determining a clear direction for targeted recovery efforts and are the basis for this *Strategy*.

This *Strategy* includes a brief background of Waverly and the Flood of 2008. It details community efforts in identifying recovery issues, needs and opportunities. It articulates a process for decision-making to support recovery initiatives; identifies next steps in addressing community-identified recovery issues, needs and opportunities; and describes *Recovery Tools* developed especially for the community to aid its progress.

A critical component of the *ESF #14 LTCR Strategy* and its involvement in Waverly was to leave behind a recovery process and *Recovery Tools* that:
- Encourage articulation of a *Community Vision*.
- Facilitate strategic recovery thinking.
- Identify recovery initiatives and projects that support Waverly's long-term recovery.
- Improve coordination between community groups and City leadership.
- Encourage growth of community involvement and support in the form of a *Stakeholder Committee*.

Waverly is building back and becoming a stronger community. Coordination between recovery groups and connectivity between the community and its leadership is enhanced. The Team developed a recovery *Decision-Making Process* to facilitate collaboration among and between groups, local leadership and Waverly's citizenry.

Continuing to identify and articulate recovery strategies and initiatives are important next steps for Waverly, followed by continued identification, development and implementation of recovery projects.

Riverfront Park

Looking east on Bremer Avenue Bridge over Cedar River
From the Waverly Historical Photographs Collection of the Waverly Public Library

Looking west on East Bremer Avenue
From the Waverly Historical Photographs Collection of the Waverly Public Library

OVERVIEW

On June 10, 2008, the Cedar River in City of Waverly crested at eighteen and seven tenths (18.7) feet, almost eight (8) feet above flood stage. The river, which flows through the center of the City flooded much of Bremer Avenue commercial corridor and *Main Street District* of Waverly. Two (2) residential districts sustained significant damage, with floodwaters affecting more than fifteen (15) percent of the housing stock. Three (3) schools were damaged by floodwaters; the Washington Irving Elementary School building remains unoccupied. Over the years Waverly has sustained multiple significant floods, most recently in 1999.

Waverly has a full-service City government, governed by a Mayor and Council and managed by a City Administrator. Waverly has several commissions with oversight regarding City facilities and support functions such as airport, hospital, library and economic development. There is non-governmental support for recovery through Waverly Chamber of Commerce and Iowa Northland Regional Council of Governments (INRCOG).

Waverly is a thriving City that enjoys many cultural and economic assets. Its downtown was undergoing revitalization efforts prior to the flood. *Main Street District*, organized by Waverly Chamber of Commerce, offers several incentives to small businesses and downtown property owners. Business owners affected by the flood are returning and new businesses continue to open. The City is home to several large industries and corporate entities, as well as Wartburg College.

With a population over 9,000, Waverly has grown more than three (3.1) percent since 2000, a rate faster than the region or State. Median household income and property values are higher than regional averages. However, the availability of affordable and workforce housing options, insufficient before the flood and due to losses as a result of the flood, remain a concern.

BREMER COUNTY

Waverly, the County seat, is located in the southwest corner of Bremer County, just north of the Waterloo and Cedar Falls metropolitan area. Bremer County is located in the northeastern part of Iowa. Cedar and Wapsipinicon rivers bisect the County, both of which flow from northwest to southeast toward the Mississippi River. Land is level or gently sloping and the majority of the County's 280,960 acres are used for agriculture. In 2006, Bremer County's population was 26,546. Multiple creeks and rivers that flow through the County have historically created flooding issues, with much of the most recent damage concentrated along the Cedar River and Dry Run Creek.

WAVERLY

Bremer County, Iowa
Courtesy of INRCOG
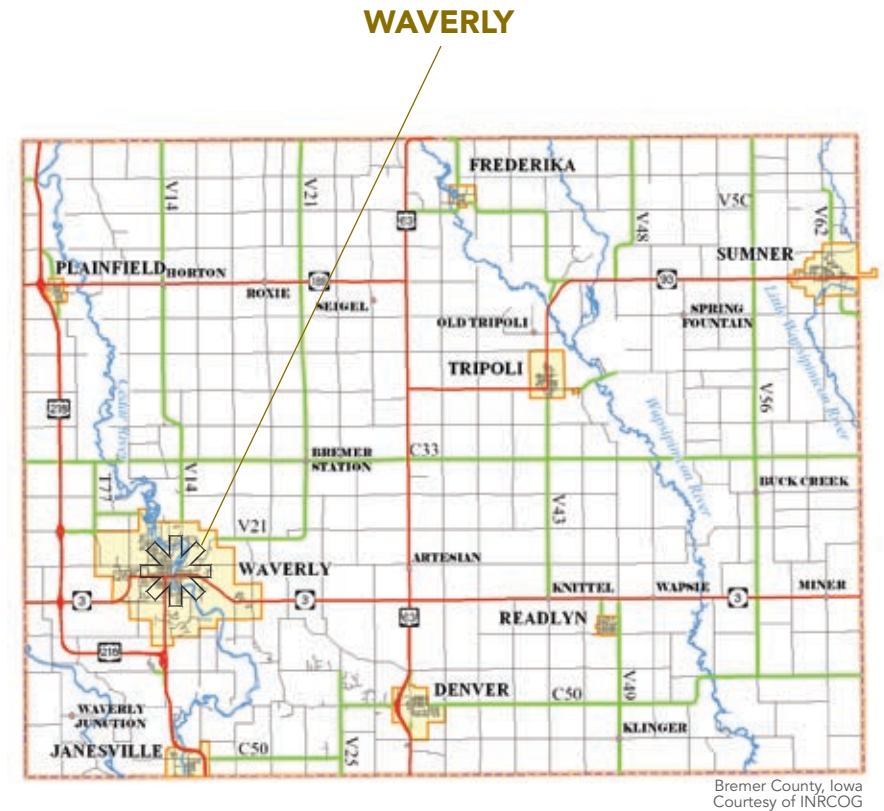
HOW TO USE THIS DOCUMENT

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

This *Strategy* 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 long-term recovery and overall principles of the LTCR process.

It is recommended that Waverly identify someone to manage and lead implementation of action steps detailed in this *Strategy* and others as they are identified. It is important to have someone responsible to guide ongoing recovery activities.

In addition to an overall leader (sometimes called an implementation coordinator) each of the strategies, initiatives, projects or tools will require someone who assumes ownership to ensure progress towards recovery. That person is often called a project champion. In some cases, the project champion and implementation coordinator may be the same. In most instances it is beneficial to have someone who is 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 City of Waverly will be the primary users of this *Strategy*, 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. Project write-ups may be instrumental in determining appropriate agency match and meeting funding eligibility criteria. This document can help in meeting those requirements.
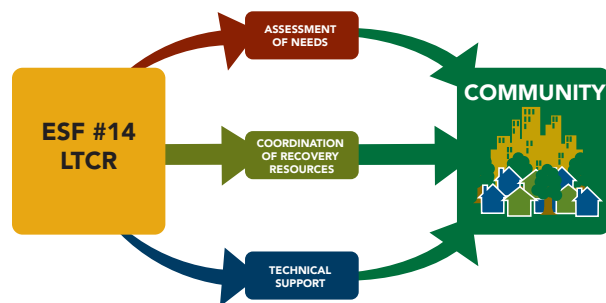

Tree-lined residential street

Gateway signage

INTRODUCTION

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 capacity (remaining staff, functioning workspace, existing building codes, etc.) to manage recovery. Assessment results guide how ESF #14 LTCR assistance might benefit a community and the potential level of support needed.

ESF #14 LTCR in partnership with Rebuild Iowa Office (RIO) determined that ten (10) Iowa communities, including City of Waverly, would benefit from the 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 Waverly, recommended level of assistance included an ESF #14 LTCR Technical Assistance Team (Team) to provide intensive, targeted and short-term, on-site recovery guidance. Results of that work are detailed in this *ESF #14 Long-Term Community Recovery Targeted Technical Assistance Strategy (Strategy)*.

LTCR Team and additional subject-matter experts helped Waverly identify and coordinate targeted recovery efforts and resources, develop a strategic recovery decision-making process, organize a program of community and stakeholder meetings and facilitate workshops.

Waverly's government has capability and resources to implement recovery projects and is in the process of moving flood-related projects forward.

In addition to technical assistance support, the LTCR Team delivered a *Long-Term Community Recovery Planning Process: A Self-Help Guide (Self-Help Guide)* to the community. *Self-Help Guide* serves as a planning and community development resource to use in ongoing community recovery efforts.

This *Strategy* is informed by an intensive community engagement process and input gathered from Waverly citizens through a series of *Community Open House* events, *Stakeholder Meetings* and *Workshops* held from August through December 2008.

WHAT IS AN ESF #14 LTCR STRATEGY?

ESF #14 LTCR strategies are intended to help communities recover from a disaster. Individual strategies are aimed at achieving a community's post-disaster vision and when viewed in a broad context may have an impact beyond their original scope and purpose. Identified within this document are strategies that help build a foundation to advance Waverly's recovery. Each strategy defines goals and objectives and identifies assets, challenges and opportunities and important next steps.

Long-Term Community Recovery Planning Process

A Self-Help Guide

December 2005
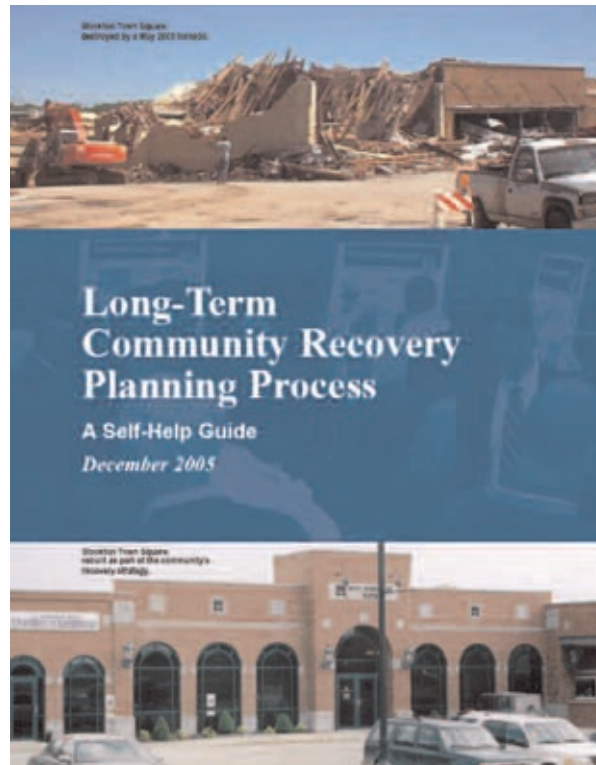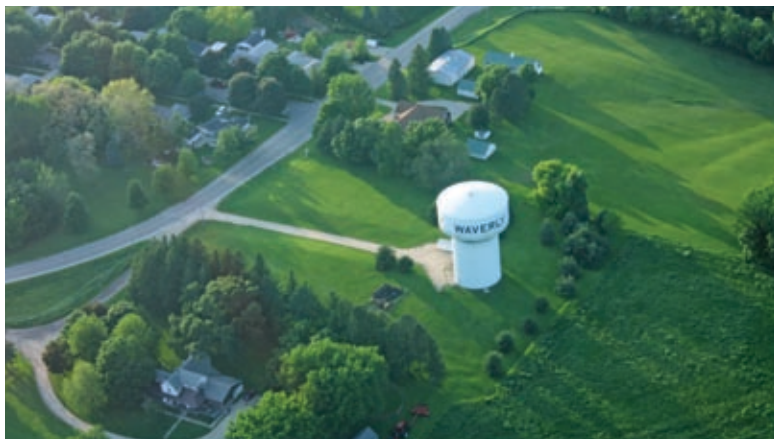
Waverly water tower
Courtesy of City of Waverly

WAVERLY LOOKING FORWARD

City of Waverly was presented with difficult decisions in the face of recovery. Finding a unified voice and connecting multiple stakeholders in the recovery process were critical to the City's success in developing recovery solutions. Several groups were actively engaged with community recovery efforts with no formal communication or coordination between the groups. While existing levels of coordination and collaboration between groups, the City and its citizens may have been sufficient before the floods, increased need for information and complex recovery decision-making as a result of the disaster calls for a more visible and coordinated approach to community visioning, collaboration and decision-making.

Information collected through ESF #14 Long-Term Community Recovery (LTCR) Technical Assistance Team (Team) engagement in Waverly has been used to articulate community-identified recovery issues, needs and opportunities that warrant further consideration and support. Citizens who participated in outreach initiatives including

Stakeholder Meetings, *Workshops* and *Community Open House* events identified several opportunities. These opportunities:

- Increase communication and collaboration between City government, the community and other local entities.
- Increase housing options for those most affected by the flood.
- Retain and enhance downtown businesses.
- Preserve existing neighborhood character.
- Provide adequate public infrastructure for community growth.
- Minimize impacts of future disaster.

Community visioning is an important tool in overall community development. Visioning is important in responding to the challenges of recovery. A *Community Vision* process helps build relationships and knits together groups and efforts, offering the possibility of collaboration and projects that leverage multiple resources and serve a variety of needs. A shared vision allows community leaders and officials to feel confident that the difficult decisions they make reflect the priorities and values of their constituents. Visioning is often a leadership-building exercise that better prepares local officials and residents to deal with future challenges.

A powerful example of a strong vision and how it can unite a community is found in quote from architect and urban planner Daniel Burnham.

> *Make no little plans; they have no magic to stir men's blood and probably will themselves not be realized. Make BIG plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will not die.*

Burnham's ambitious vision and grand plan for the City of Chicago (1909) established a standard for urban design.

In Waverly, visioning can strengthen lines of communication between residents and government, among various groups and sectors and establish relationships and collaboration for the future.

Green Bridge during the Flood of 2008

Palace Theater
Waverly Main Street District

East Bremer Avenue

VISION **2033**

Waverly has benefited from engaged community leaders and an organized City government with capacity for planning and community development. City leadership develops an annual *Strategic Plan* and initiates many community improvement projects. Prior to the Flood of 2008, Waverly had not undertaken a formal *Visioning Process*. Through *Stakeholder Meetings, Workshops* and *Community Open House* events, leadership saw value in considering recovery strategies and projects beyond the scope of a single effort and evaluating tasks, projects and initiatives against an overall community vision.

Community leaders expressed a desire to go beyond bringing the community back to its pre-disaster condition. Instead they wanted to make Waverly better and stronger in recovery. Understanding the value of a community involvement process, City officials recognized an opportunity to build upon community outreach and participation efforts initiated by the Team. When discussing possibilities for continuing community-wide discussions about Waverly's future beyond Team engagement, the concept of a visioning committee emerged from both local stakeholders and City leadership. As a result, Waverly has decided to establish a *VISION 2033 Advisory Committee*.

Several members of the *LTCR Stakeholder Group*, City of Waverly's *Hazard Mitigation Task Force* and general public volunteered to participate on the newly created *VISION 2033 Advisory Committee*. City staff and elected Council members will also be represented on the *VISION 2033 Advisory Committee* along with representatives from a variety of community sectors.

As of December 2008, City staff is requesting City Council endorsement of the *VISION 2033 Advisory Committee*.

In partnership with City leadership and with the support of independent consultants, the *VISION 2033 Advisory Committee* task is to guide a visioning process. *VISION 2033 Advisory Committee* will develop and articulate a *Community Vision* that can build ongoing support for the community and City leadership, against which it can identify and evaluate:

- Community-wide issues, needs and opportunities.
- Community-wide priorities and recommended solutions.
- Action plans for developing and implementing strategies and projects that address priorities.

Waverly-Shell Rock Senior High School

Waverly *Main Street District*, East Bremer Avenue

Home in Waverly neighborhood

Participants at *Community Open House*

COMMUNITY INVOLVEMENT: COLLABORATION + CONNECTIVITY

Community involvement is a cornerstone of ESF #14 Long-Term Community Recovery (LTCR). Citizen participation establishes shared goals and unity of purpose, informs community planning processes and affirms forward direction. Community participation also ensures transparency of communications, setting the stage for collaboration and enhanced community connectivity. ESF #14 LTCR process mirrors best planning practices by encouraging a broad and ongoing public input component in recovery planning.

During and immediately after the flood, citizens of Waverly came together, responding to the disaster and assisting neighbors. Several groups were created in response to the flood, while others in place prior to the disaster continued plans or initiated new ones to address the community's changing needs.

Initial meetings with Waverly community members introduced the ESF #14 LTCR concept and allowed the ESF #14 LTCR Technical Assistance Team (Team) to better

understand the community, impacts of the flood and recovery efforts underway. From the outset, participants expressed a desire to increase awareness of available recovery options and enhance coordination of existing recovery efforts.

A challenge for the community was unity of understanding and purpose between residents impacted by the floods and those who were not. Ensuring both groups participated in recovery conversations and creating a forum for input and a process for documenting their community vision was an outcome of LTCR Team activities in.

A community conversation was initiated to invite residents into the recovery decision-making process. Ongoing discussion provided valuable insight about strengthening communication lines:
- Improving coordination within and between community entities.
- Enhancing communications between City leadership and the general public.
- Uniting the community to articulate a common vision.

LTCR STAKEHOLDER GROUP

The Team worked with City staff to identify and convene an *LTCR Stakeholder Group* to bring together decision-makers, community leaders and community members to share ideas about Waverly's recovery and post-disaster future. *LTCR Stakeholder Group* members provided knowledge of existing recovery and community development efforts, recovery project and program requirements and community priorities. This process in involved a series of *Meetings* and *Workshops* with the newly created *LTCR Stakeholder Group*, creating a collaboration that identified linkages and connectivity between recovery efforts and entities.

LTCR STAKEHOLDER MEETINGS

On September 30, 2008, the LTCR Team, in partnership with City staff, convened Waverly's first ESF #14 *LTCR Stakeholder Meeting*. The meeting initiated discussions regarding long-term effects of the disaster on Waverly and identified opportunities for efficient and effective recovery. Approximately twenty (20) community members representing a diversity of groups, interests and recovery sectors were invited. ESF #14 LTCR program was introduced and the conversation began to identify Waverly recovery issues, needs and opportunities. Participants at the first meeting recommended additional invitees for the second meeting to encourage participation and expand input.

Participants at first *Stakeholder Meeting*

Discussion of recovery issues at *Stakeholder Meeting*

Facilitated discussion at *Stakeholder Meeting*

Approximately twenty (20) people attended the second *LTCR Stakeholder Workshop* on October 23, 2008. Building upon work done at the previous meeting and *Open House*, community-identified issues and opportunities were confirmed. Attendees discussed recovery efforts related to each issue or opportunity and determined areas where additional resources should be directed. Through their participation in the process, the *LTCR Stakeholder Group* assisted in determining priorities, opportunities and critical steps toward recovery.

Additional *LTCR Stakeholder Meetings* were held on November 6 and November 17, 2008. These meetings included a *Tools Workshop* on the *Decision-Making Tool (DMT)* and *Project (and Program) Development Guide (PDG)*. DMT was developed to help community leadership articulate recovery strategies and seek community input to evaluate and confirm recovery options. Additional discussion on both is found in the *ESF #14 LTCR Process + Tools* section of this document. Stakeholders continued their work to identify and confirm community recovery issues and needs. *LTCR Stakeholder Group* discussed the role they would serve during transition from an ESF #14 LTCR-guided recovery initiative to a community-led program.

> **Five (5) *LTCR Stakeholder Meetings* were held to:**
> - Provide input on recovery issues and opportunities.
> - Review and confirm community input gathered at *Open House* events and through the use of other public outreach methods.
> - Discuss community recovery needs.
> - Identify recovery opportunities.
> - Increase coordination between recovery efforts.
> - Identify steps to implement recovery solutions.
> - Consider the impacts of today's decisions on Waverly's future.

COMMUNITY OPEN HOUSE #1

To invite the larger community into the recovery conversation, the LTCR Team hosted two (2) *Community Open House* events. The first *Community Open House* was held on October 9, 2008. Thought-provoking statements and photographs of Waverly were displayed in a series of stations representing *Issues, Needs* and *Opportunities*. Community members expressed their thoughts and opinions about Waverly's recovery. Comment sheets and informational flyers were provided to encourage additional input from participants.

Community participation at first *Community Open House*

COMMUNITY OPEN HOUSE #2

A second *Open House, Waverly Moving Forward*, was held on November 22, 2008. City staff and City Council members attended the *Open House*, providing an opportunity for residents to interact directly with local leaders and collaborate on recovery issues and solutions. Issues, needs and opportunities expressed at the first *Community Open House* were highlighted. Discussion continued at three (3) topic-specific stations titled: *Reporting Back, Waverly Looking Forward* and *Guidance for Your Community Leadership*. Other stations provided detailed information to the community in critical areas: Infrastructure + Flood Control, Economic + Community Impact and Housing. The final display provided an opportunity for community members to voice their priorities on the future. The display outlined a proposed visioning process and how this planning exercise could benefit Waverly. Display boards asked participants to identify priority projects. Flood control measures on the Cedar River and Dry Run Creek were identified as the highest priority.
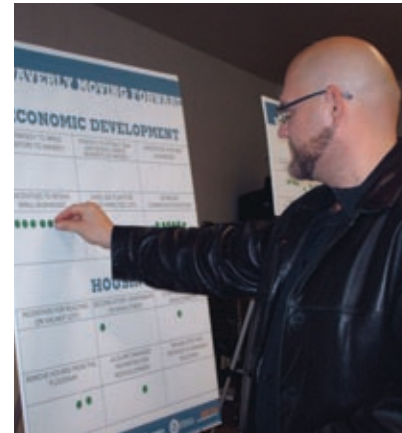
Waverly citizen voicing his priorities at *Waverly Moving Forward* event
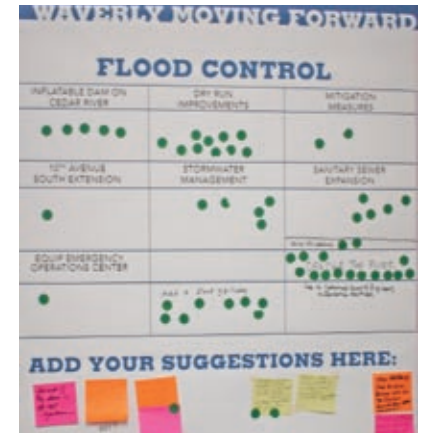
Community input at *Waverly Moving Forward* event

The following recovery themes emerged from the initial *Stakeholder* and *Community Meetings* focusing on ISSUES, NEEDS and OPPORTUNITIES:

KEY ISSUES	KEY NEEDS	KEY OPPORTUNITIES
• Availability of rental housing. • Availability of affordable housing. • Effects of vacant and damaged properties on the community and property values. • Lack of affordable housing options outside of the floodplain. • Need for more information regarding recovery activities. • Lack of visible progress in recovery efforts.	• Replacement housing. • Regional approach to managing the Cedar River. • Implementation of existing plans. • Flood protection. • Emergency operations on both sides of the river. • Transportation access between banks during flooding.	• Enhance downtown. • Enhance the river. • Protect existing neighborhood character. • Build back smarter and safer. • Initiate regional discussions. • Implement flood control measures. • Reuse abandoned properties. • Improve emergency operations.

East Bremer Avenue bridge over the Cedar River

ESF #14 LTCR PROCESS + TOOLS

A significant focus of ESF #14 Long-Term Community Recovery (LTCR) support in Waverly was to provide a *Decision-Making Process* to support ongoing recovery efforts through tools developed for City and chamber staff, *LTCR Stakeholder Group* and community members. ESF #14 LTCR Technical Assistance Team (Team) developed a *Decision-Making Process* to guide development of community vision and encourage strategic thinking. The *Decision-Making Process* utilizes a *Decision-Making Tool (DMT)* through which community members identify goals, issues, needs, opportunities and recovery initiatives and projects. Use of both is intended to identify and coordinate recovery partners and potential projects or programs throughout the recovery process.

ESF #14 LTCR DECISION-MAKING PROCESS

The *Decision-Making Process* described in this document is based upon field-tested ESF #14 LTCR methods for community involvement, project identification and project analysis. The process:

- Identifies a path for achieving a community's long-term recovery vision.
- Provides guidance for developing a community involvement process to increase coordination across existing recovery stakeholder groups.
- Facilitates and unifies community support for recovery efforts and forward actions.
- Aids in the identification of opportunities for leveraging recovery resources.
- Informs decision-making when identifying and implementing initiatives or projects.

Decision-Making Process begins with a clear vision for community recovery. A *Community Vision* is the benchmark against which decisions are evaluated, answering the question: *Do alternatives, strategies, projects, programs and action steps support and help the community achieve its Vision?* The accompanying box provides a series of questions to consider during the decision-making process.

In the *Decision-Making Process* the community provides input, confirms findings and works to reach consensus on priorities. The *Decision-Making Process* emphasizes community involvement to assist local leadership in making informed decisions. It emphasizes connectivity and collaboration between efforts and entities and across multiple recovery sectors. By bringing multiple groups together, ongoing efforts and gaps in recovery efforts and resources are more easily recognized and capabilities leveraged. Awareness of work that is underway and specifics regarding unmet needs can assist in outlining specific actions or strategies as well as identifying opportunities for enhancement of projects and resources.

Questions considered during ESF #14 LTCR *Decision-Making Process*:

- Does the alternative support *Community Vision*?
- How does the project help achieve *Community Vision*?
- What are the positive impacts to the community?
- What is the level of community support?
- Does this alternative directly affect other strategies or projects? How?
- Does the alternative address multiple sectors or goals?
- What details of this alternative make it more desirable than others?
- What other strategies or projects need to be completed before this one is implemented?
- Is this alternative a prerequisite for another?
- Are there opportunities to leverage additional resources?
- What potential roadblocks or additional considerations might impact the desirability of the alternative?
- Is this alternative a catalyst for other actions?
- What additional items need to be addressed before moving forward?

ESF #14 LTCR DECISION-MAKING TOOL (DMT)

One of the tools developed and field-tested for Waverly in the *Decision-Making Process* was a *Decision-Making Tool (DMT)*. *DMT* is composed of two (2) parts: a *Decision-Making Tool Diagram* (see below) and *DMT Spreadsheets* (see page 31).

Using the *Community Vision*, the *DMT* identifies recovery issues, needs and opportunities; articulates recovery strategies, projects and programs; and concludes with next steps and implementation strategies. Use of the *DMT* organizes and refines information and coordinates partners and projects.

Community and stakeholder involvement with the *DMT* enhances communication between entities involved in community recovery and ongoing planning, inspiring collaboration and unity. *DMT* compiles information from all of these sources, provides a format to take the concerns of these groups into consideration and creates an outline of the path taken to reach a decision.

DMT Spreadsheets contain fields that guide the user to consider connectivity between strategies and/or projects and sectors, resources, other initiatives and multiple planning groups. The spreadsheet is completed by answering a series of questions that specifically reference these points — identifying preferred alternatives and opportunities to leverage additional resources through connectivity with other initiatives or groups.

DMT organizes community input, identifies gaps in information, defines opportunities to enhance projects and provides a method of focusing on next steps. It addresses community needs and leverages recovery resources, adding value by identifying and developing projects beyond recovery.

DMT is a useful tool for grant writing and the preparation of funding applications because it clarifies how actions relate directly to expressed issues and:
- Examines the long-term and community-wide impacts of a project or strategy.
- Determines throughout the process whether or not the project or strategy is consistent with the *Community Vision*.
- Establishes connectivity of projects within and between sectors.
- Identifies ways in which existing projects can be enhanced.
- Refines issues, goals and alternatives as more information is gathered.
- Discovers gaps.
- Recognizes opportunities and connections as projects move forward.

It is designed so that information is easily accessible. It facilitates public outreach and inclusion in ongoing recovery decision-making.
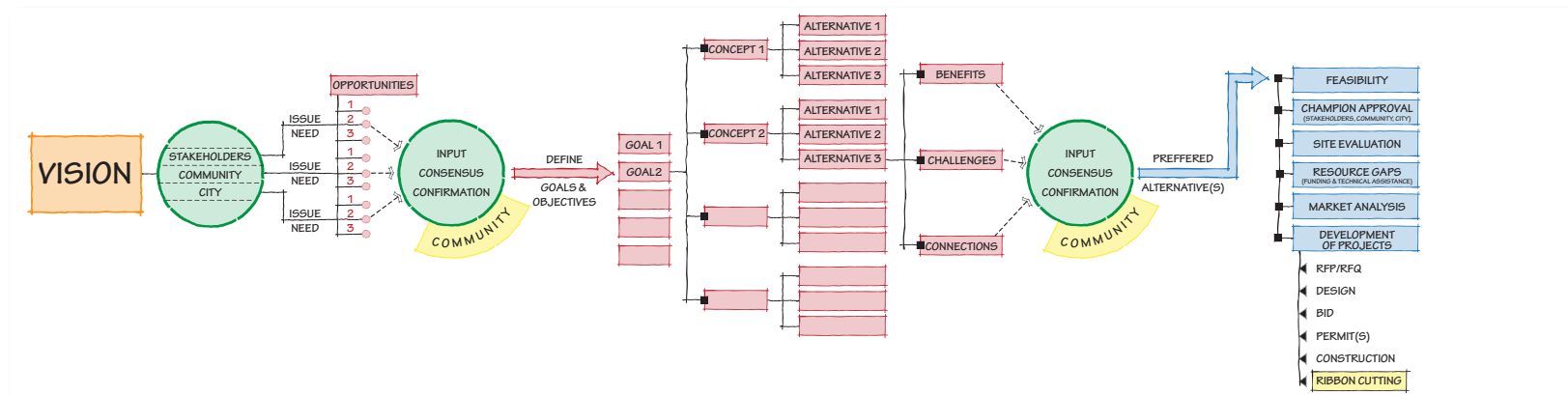
Decision-Making Tool (DMT) Diagram

ESF #14 LTCR TOOLS WORKSHOP

Stakeholders, City staff and community members participated in an *ESF #14 LTCR Tools Workshop (Tools Workshop)* on November 20, 2008. *Tools Workshop* introduced a *Decision-Making Process* chart to participants as well as the *Decision-Making Tool (DMT)*, accompanying spreadsheets that support the *DMT*, *Project (and Program) Development Guide (PDG)* and the *ESF #14 LTCR Resource Guide* — each described on the following pages. *Tools Workshop* emphasized connectivity, communications and community involvement in the recovery process and provided an opportunity for participants to work step-by-step on Waverly recovery initiatives.

The *Tools Workshop* encouraged a collaborative approach by bringing participants together to practice using the tools to share and explore different recovery efforts and projects. The *Tools Workshop* helped participants more fully understand the recovery process. Through hands-on activities, they highlighted future opportunities to strengthen projects.

Using Housing as an example, participants worked through the tools which helped them to identify issues, develop strategies and prioritize projects to address community housing needs.

Project Connectivity Diagram

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

Implementation of a project relies on a variety of connections. *Tools Workshop* participants were introduced to *Project Connectivity Diagram* which illustrate how projects, initiatives and resources might overlap. Connections between projects present opportunities to work collaboratively and maximize funding. As the number of projects undertaken by a community increases, the number of interconnections also increases. As communication across projects increases, more collaboration is possible. Awareness of project connectivity is a first step in converting challenges to opportunities. The following diagram illustrates the importance of connectivity.
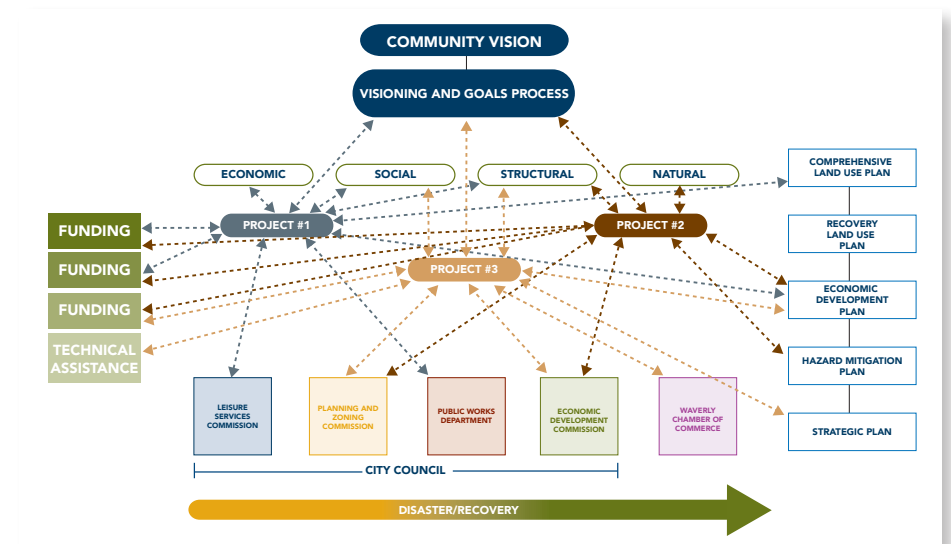
Project Connectivity Diagram from Tools Workshop

LONG-TERM COMMUNITY RECOVERY STRATEGY

WAVERLY, IOWA

Decision-Making Tool (DMT)

Decision-Making Tool (DMT), described previously, was introduced to participants at the *Tools Workshop* to provide a hands-on experience working through the *DMT* and discovering how it might be useful in recovery decision-making. By using *DMT* and the other tools participants organized needed information to advance the community's long-term recovery. Use of the tools are interconnected and provide a step-by-step approach for refining and implementing recovery projects.

At the *Tools Workshop*, participants identified the loss of affordable housing as a priority issue to the community. Focusing on rental units, one group used the *DMT Spreadsheet* to identify an opportunity to promote second-story residential uses in commercial buildings to maximize infill initiatives. Through the *DMT*, a group identified an incentive program for further development using the *PDG* described in the next section.

Spreadsheets populated during the ESF #14 LTCR *Tools Workshop* and using information gathered throughout the LTCR process in Waverly for specific recovery issues of importance to Waverly are included in the *Appendix*.

Sample of Waverly *Decision-Making Tool Spreadsheet*
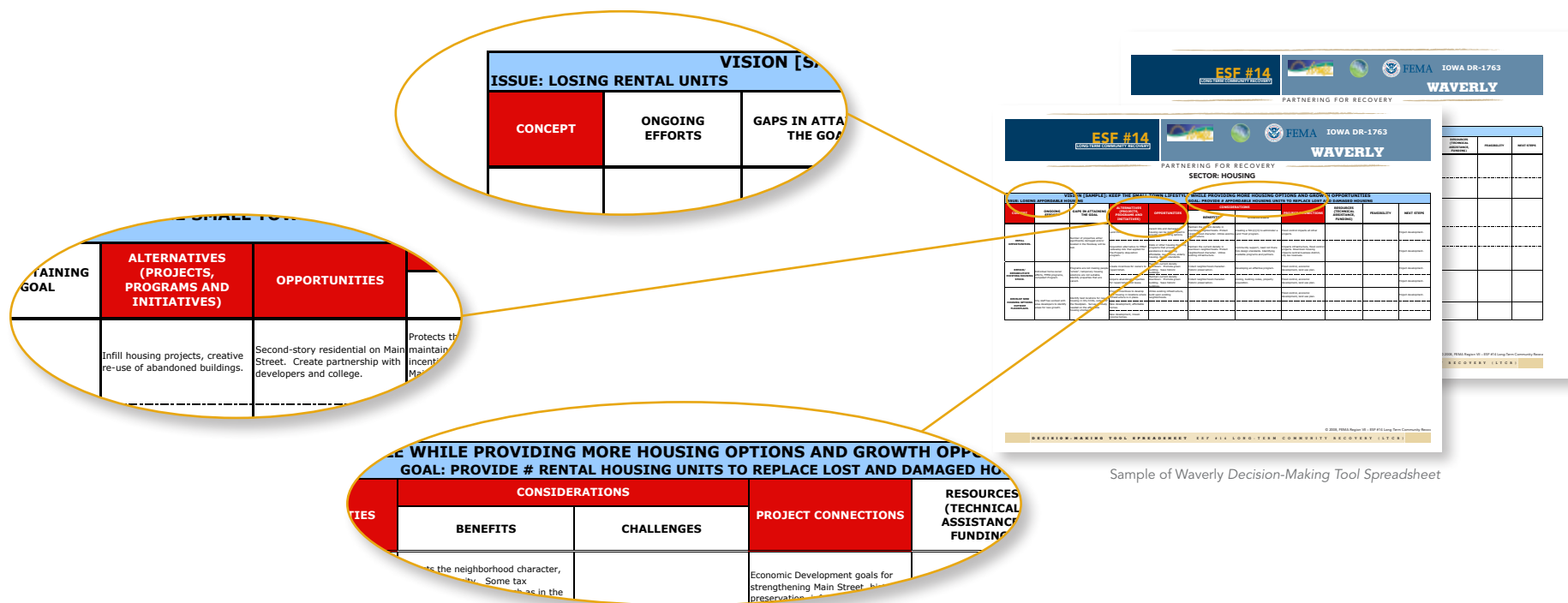
Project (and Program) Development Guide (PDG)

The *Project (and Program) Development Guide (PDG)* continues the collaborative approach of the *Decision-Making Process*.

PDG is a template to help communities self-manage recovery project development. It provides guidance to refine project descriptions and details. Working through *PDG* helps to identify how project proposals can be strengthened through opportunities for project connectivity or for leveraging resources. *PDG* guides users through the process of linking projects to other projects, groups and related community initiatives. It encourages a collaborative approach by bringing community members and groups together to use the *PDG* for sharing and exploring different recovery efforts and initiatives. Through such collaboration, the community strengthens recovery efforts by coordinating strategies, initiative, ideas and resources across sectors.

When *PDG* is fully developed and ready to be matched with funding, it can be used for grant applications or requests for technical assistance. *PDG* helps develop recovery projects in ways that make them more attractive to local, State and Federal resources. Resource providers and funders give priority to projects with well-developed strategies and work plans. They seek to support projects that leverage additional resources, are supported by the broader community and linked to other recovery projects.

Resource Guide

The *Tools Workshop* also introduced the ESF #14 LTCR *Resource Guide*, a funding directory developed specifically for Iowa communities impacted by the Flood of 2008. This tool assists communities to identify technical assistance and resources. The tool facilitates recovery coordination and provides an incentive for communication between community recovery stakeholders and project sponsors.

Project (and Program) Development Guide (PDG)

Wartburg College campus

ISSUES + NEEDS + OPPORTUNITIES

Through discussions, ESF #14 *LTCR Stakeholder Meetings, Workshops* and *Community Open House* events, elected officials, City and Chamber of Commerce staff and residents identified and confirmed recovery issues, needs and opportunities categorized by three (3) recovery sectors:

- Housing
- Economy + Community Impact
- Infrastructure + Flood Control

Community input informed the development of *Decision-Making Tool (DMT)* (discussed in detail on pages 29 and 31). Information entered in *DMT* can be used by City stakeholders and Chamber of Commerce to identify strategies, set priorities and articulate timelines for developing and implementing recovery initiatives and projects. Sector results and Action Steps are summarized on the following pages.

HOUSING

Housing emerged as a critical post-flood issue. Approximately one-hundred-seventy (170) buildings were included in the *Notice of Intent* for *Hazard Mitigation Grant Program (HMGP) Property Acquisitio*n. Many of these were rental properties and represented a significant percentage of affordable housing. With pre-flood demand for housing beyond available resources, the loss of housing by the flood further increased demand for affordable units. Those who lost homes in the flood are struggling to find replacement housing to meet both short- and long-term needs. Affordable replacement housing is an issue for several population sectors: students, young families, elderly and low income families. A mix of affordable housing types (duplex, single family, apartments) is needed to retain existing and attract new residents to downtown Waverly and areas out of the floodplain.

City staff and *LTCR Stakeholder Group* analyzed these issues resulting in the identification of several underutilized programs and opportunities for new and enhanced housing programs.

- Repair and rehabilitate existing housing stock.
- Identify infill opportunities.
- Construct housing outside floodplain.

Action Steps

Repair and Rehabilitate Existing Housing Stock
- Identify existing properties that can be repaired/rehabilitated.
- Identify existing programs or provide alternative programs for repair, rehabilitation and reinvestment in existing properties.
- Encourage upper-level residential uses in commercial buildings.

Identify Infill Opportunities
- Develop incentives to build on vacant lots in existing developments.
- Identify programs and provide program education to property owners and developers.
- Identify opportunities for alternative acquisition and redevelopment options.

Construct Housing Outside of Floodplain
- Analyze the market for demand and location opportunities.
- Identify existing programs and opportunities for new programs to make new housing more affordable.
- Encourage partnerships for affordable housing and mixed-use developments.

Neighborhood in Waverly

Mid-twentieth century neighborhood in Waverly

ECONOMIC + COMMUNITY IMPACT

Waverly is home to several large industries and enjoys a diverse commercial base. An active Main Street with a mix of offices, restaurants, shops and other small businesses, the downtown district was one of the hardest hit areas within the City. Three (3) months after the flood a majority of businesses had reopened. Waverly Chamber of Commerce, City of Waverly and the private sector are implementing projects to address the economic needs of the community and additional assistance has been provided by State and Federal government. However, the long-term sustainability of small businesses is a concern. Cost of repairs coupled with revenue losses have made cash flow a significant recovery issue.

Additionally, Waverly is facing a loss of population in downtown neighborhoods. This population decline is likely to directly affect City tax revenues as well as patronage of local businesses and the small town lifestyle cherished by many residents.

City staff and Chamber staff identified opportunities to enhance existing recovery efforts and develop new programs to:
- Plan for the most efficient and effective use of flood-impacted property.
- Retain existing residents and businesses while attracting new ones.

Action Steps

Plan for the Most Efficient and Effective Use of Flood-Impacted Property
- Develop priorities and identify resources to remove buildings from the floodway and floodway fringe.
- Identify options for vacant property reuse and redevelopment.
- Identify or develop programs to avoid checkerboard land use pattern.

Retain Existing Residents and Businesses While Attracting New Ones
- Use results of Main Street market analysis to identify gaps where additional or enhanced assistance is needed.
- Market existing programs and develop education and incentive programs to support and attract small businesses.
- Identify opportunities and work with property and business owners to reinvest in vacant and damaged properties.
- Encourage second-floor residential uses in commercial buildings.
- Develop and initiate regional coordination strategy.
- Continue to expand Waverly marketing campaigns.
- Design and fund a downtown visitor center.

Riverfront Park

Community signage to promote shopping locally

INFRASTRUCTURE + FLOOD CONTROL

In considering multiple projects and programs that may assist in recovery, the basis of many decisions relate, at least in part, to Infrastructure + Flood Control. Due to recurrent flooding many business and property owners lack confidence in rebuilding or repairing in or adjacent to the floodplain. Several property owners have expressed an interest in participating in *HMGP Property Acquisition* program. Land purchased through *HMGP Property Acquisition* program, is no longer available for redevelopment. Other available options include elevating houses. However, this option involves substantial funds from property owners and waiting until flood control measures are taken, which often requires a lengthy time period to complete studies and construct improvements.

Issues related to public infrastructure such as storm sewer, sanitary sewer, emergency operations and transportation routes were exacerbated because of the flood. Although many flood control and infrastructure projects were previously developed or initiated by the City, several have increased in priority and additional opportunities have arisen. City staff identified supplementary initiatives and opportunities to:

- Develop and implement flood control and mitigation projects.
- Develop and implement infrastructure projects.
- Increase coordination and communication.

Action Steps

Identify and Implement Flood Control and Mitigation Projects
- Identify resource gaps and continue Cedar River flood control efforts.
- Continue Dry Run Creek improvement studies.
- Remove buildings from the floodway and floodway fringe.
- Develop and implement projects identified in the *Hazard Mitigation Plan*.

Develop and Implement Infrastructure Projects
- Identify resource gaps and continue 10th Avenue South extension.
- Repair and upgrade sanitary sewer system.
- Encourage use of sewer backflow devices by property owners.
- Implement sanitary sewer expansion project.
- Develop storm sewer projects such as regulatory and structural improvements.

Increase Coordination and Communication
- Identify and equip alternate emergency operation locations.
- Develop and implement crisis communication plan.
- Increase communication and coordination with other entities in the region.
- Develop public information strategy re: flood control projects etc.

Flood of 2008 downtown Waverly Courtesy of City of Waverly

Green Bridge over Cedar River

Looking west on East Bremer Avenue

NEXT STEPS

Responsibility for adopting and implementing recovery strategies, initiatives and projects remains with the community guided by its civic and elected leadership. Assessing strategy, initiative or project impact on recovery should guide defining implementation priorities. For example: *Does one step make four others possible? Is the step being considered dependent 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.

Generally the following principles guide implementation priorities. Communities are advised to:

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

To move forward, ESF #14 LTCR Technical Assistance Team (Team) in partnership with City and Chamber staff and input from *LTCR Stakeholder Group* identified critical Action Steps, by Recovery Sector, on pages 36 – 38.

LTCR Team encourages community leadership to continue momentum for developing community identified recovery strategies, initiatives and projects.

Action Steps

Utilize *Decision-Making Process and Decision-Making Tool (DMT)* and Other *Tools*
- Continue community involvement in decision-making and strengthen community unity.
- Identify and develop projects and achieve community vision.

Identify an Implementation Coordinator to Guide Ongoing Recovery
- Determine champions to take ownership of the development and implementation of projects and initiatives identified in the *Decision-Making Process.*

Continue and Reinforce Coordination With the Community Stakeholders, VISION 2033 Advisory Committee, and Local, Regional and State Partners to Leverage Resources and Continue Recovery Activities

VISION 2033

Action Steps

Solicit City Council Participation and Support to Identify a Clear Vision for Waverly

Confirm Organizational Structure of the VISION 2033 Advisory Committee
- Identify three (3) to five (5) members as committee leadership.
- Invite additional committee members from citizen groups, business associations, local residents and other sources.
- Establish a calendar for retaining facilitator and initiating visioning process.
- Articulate a scope and mission of the process.
- Solicit Request for Qualifications (RFQ) for a facilitator.
- Short list and procure facilitator.
- Coordinate with Waverly Chamber of Commerce and other groups.

Continue the Process of Informing and Gathering Input from the Community to Guide the Visioning Process, Improve Coordination and Encourage Consensus on Priorities and Actions

Waverly Civic Center

Luther Hall, Wartburg College

East Bremer Diner, Waverly Main Street District

First National Bank on East Bremer Avenue

City of Waverly

LTCR Stakeholder Group

Waverly Chamber of Commerce

Iowa Northland Regional Council of Governments (INRCOG)

Rebuild Iowa Office (RIO)

State of Iowa

PROJECT CONNECTIVITY DIAGRAM
PROJECT DEVELOPMENT TEMPLATE (PDT) INFORMS

COMMUNITY VISION

VISIONING AND GOALS PROCESS

| ECONOMIC | SOCIAL | STRUCTURAL | NATURAL |

COMPREHENSIVE LAND USE PLAN

FUNDING

PROJECT #1

PROJECT #2

RECOVERY LAND USE PLAN

FUNDING

PROJECT #3

ECONOMIC DEVELOPMENT PLAN

FUNDING

TECHNICAL ASSISTANCE

HAZARD MITIGATION PLAN

| LEISURE SERVICES COMMISSION | PLANNING AND ZONING COMMISSION | PUBLIC WORKS DEPARTMENT | ECONOMIC DEVELOPMENT COMMISSION | WAVERLY CHAMBER OF COMMERCE |

STRATEGIC PLAN

CITY COUNCIL

DISASTER/RECOVERY

PROJECT CONNECTIVITY DIAGRAM
PROJECT DEVELOPMENT TEMPLATE (PDT) INFORMS

COMMUNITY VISION

VISIONING AND GOALS PROCESS

ECONOMIC · SOCIAL · STRUCTURAL · NATURAL

FUNDING
FUNDING
FUNDING
TECHNICAL ASSISTANCE

PROJECT #1
PROJECT #2
PROJECT #3

COMPREHENSIVE LAND USE PLAN
RECOVERY LAND USE PLAN
ECONOMIC DEVELOPMENT PLAN
HAZARD MITIGATION PLAN
STRATEGIC PLAN

LEISURE SERVICES COMMISSION
PLANNING AND ZONING COMMISSION
PUBLIC WORKS DEPARTMENT
ECONOMIC DEVELOPMENT COMMISSION
WAVERLY CHAMBER OF COMMERCE

CITY COUNCIL

DISASTER/RECOVERY

Decision-Making Tool Diagram

VISION → STAKEHOLDERS / COMMUNITY / CITY

ISSUE / NEED → OPPORTUNITIES

1 2 3

INPUT / CONSENSUS / CONFIRMATION — COMMUNITY

DEFINE / GOALS & OBJECTIVES

GOAL 1 / GOAL2

CONCEPT 1 → ALTERNATIVE 1 / ALTERNATIVE 2 / ALTERNATIVE 3

CONCEPT 2 → ALTERNATIVE 1 / ALTERNATIVE 2 / ALTERNATIVE 3

BENEFITS / CHALLENGES / CONNECTIONS

INPUT / CONSENSUS / CONFIRMATION — COMMUNITY

PREFFERED ALTERNATIVE(S)

FEASIBILITY
CHAMPION APPROVAL (STAKEHOLDERS, COMMUNITY, CITY)
SITE EVALUATION
RESOURCE GAPS (FUNDING & TECHNICAL ASSISTANCE)
MARKET ANALYSIS
DEVELOPMENT OF PROJECTS
RFP/RFQ
DESIGN
BID
PERMIT(S)
CONSTRUCTION
RIBBON CUTTING

Facilitate Decision Making • Facilitate Community Unity

SECTOR: HOUSING

VISION [SAMPLE]: KEEP THE SMALL TOWN LIFESTYLE WHILE PROVIDING MORE HOUSING OPTIONS AND GROWTH OPPORTUNITIES

ISSUE: LOSING AFFORDABLE HOUSING   **GOAL: PROVIDE # AFFORDABLE HOUSING UNITS TO REPLACE LOST AND DAMAGED HOUSING**

CONCEPT	ONGOING EFFORTS	GAPS IN ATTAINING THE GOAL	ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)	OPPORTUNITIES	CONSIDERATIONS BENEFITS	CONSIDERATIONS CHALLENGES	PROJECT CONNECTIONS	RESOURCES (TECHNICAL ASSISTANCE, FUNDING)	FEASIBILITY	NEXT STEPS
INFILL OPPORTUNITIES.		Number of properties either significantly damaged and/or located in the floodway will be lost.	Land trust.	Vacant lots and damaged housing can be redeveloped to provide new housing options.	Maintain the current density in downtown neighborhoods. Protect neighborhood character. Utilize existing infrastructure.	Creating a 501(c)(3) to administer a Land Trust program.	Flood control impacts all other projects.			Project development.
			Acquisition alternative to HMGP redevelop lots that applied for the *Property Acquisition* program.	State or other housing financing programs that provide assistance in developing affordable, low-income, elderly housing. Design standards.	Maintain the current density in downtown neighborhoods. Protect neighborhood character. Utilize existing infrastructure.	Community support, need there fore design standards. Identifying available programs and partners.	Impacts infrastructure, flood control projects. Downtown housing impacts central business district, city tax revenues.			Project development.
REPAIR/ REHABILITATE EXISTING HOUSING STOCK.	Individual home owner efforts, FEMA programs, *Jumpstart Program.*	Programs are not making people "whole"; temporary housing solutions are not suitable. Identify properties that are vacant.	Create incentives for owners to repair/rehab.	Maintain current density downtown. Promote green building. Save historic buildings.	Protect neighborhood character. Historic preservation.	Developing an effective program.	Flood control, economic development, land use plan.			Project development.
			Acquire abandoned properties for repair/rehab and reuse.	Maintain current density downtown. Promote green building. Save historic buildings.	Protect neighborhood character. Historic preservation.	Zoning, building codes, property acquisition.	Flood control, economic development, land use plan.			Project development.
DEVELOP NEW HOUSING OPTIONS OUTSIDE FLOODPLAIN.	City staff has worked with area developers to identify areas for new growth.	Identify best locations for new housing in City limits, outside of the floodplain. Survey or study needed on the affordable housing shortage.	Provide incentives to develop new housing in locations where infrastructure is in place.	Utilize existing infrastructure, build upon existing neighborhoods.			Flood control, economic development, land use plan.			Project development.
			New development, affordable homes.							
			New development, mixed-income homes.							

ESF #14
LONG-TERM COMMUNITY RECOVERY

IOWA | RIO | FEMA | **IOWA DR-1763**

WAVERLY

PARTNERING FOR RECOVERY

SECTOR: HOUSING

	VISION [SAMPLE]: KEEP THE SMALL TOWN LIFESTYLE WHILE PROVIDING MORE HOUSING OPTIONS AND GROWTH OPPORTUNITIES									
ISSUE: LOSING RENTAL UNITS				GOAL: PROVIDE # RENTAL HOUSING UNITS TO REPLACE LOST AND DAMAGED HOUSING						
CONCEPT	**ONGOING EFFORTS**	**GAPS IN ATTAINING THE GOAL**	**ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)**	**OPPORTUNITIES**	**CONSIDERATIONS**		**PROJECT CONNECTIONS**	**RESOURCES (TECHNICAL ASSISTANCE, FUNDING)**	**FEASIBILITY**	**NEXT STEPS**
					BENEFITS	**CHALLENGES**				
CREATE MORE RENTAL OPTIONS IN THE CENTER OF TOWN.	Some property owners are using upper levels for housing.	More information is needed on the rental shortage. Survey of housing needs and options.	Infill housing projects, creative re-use of abandoned buildings.	Second-story residential on Main Street. Create partnership with developers and college.	Protects the neighborhood character, maintains density. Some tax incentives are in place, such as in the Main Street District, which makes implementation easier.		Economic Development goals for strengthening Main Street, historic preservation, infrastructure, flood protection.		Partner with developers, provide incentives, identify properties.	Project development.
			Construct duplexes/multi-family units in existing developments.	Connect with infill and redevelopment projects.	Protects the neighborhood character, maintains density, utilizes existing infrastructure.	Developer incentives.	Housing, flood control, economic development.		Partner with developers, provide incentives, identify properties.	Project development.
			Construct multi-unit rental apartment building.	Create partnership with developers and college.		Identifying lot, partnering with a developer.			Partner with developers, provide incentives, identify properties.	
CREATE RENTAL OPTIONS OUTSIDE OF THE FLOODPLAIN.		More information is needed on the rental shortage. Survey of housing needs and options.	Construct new mixed income development.				Infrastructure improvements.		Partner with developers, provide incentives, identify properties.	
			Construct multi-unit rental apartment building.				Infrastructure improvements.		Partner with developers, provide incentives, identify properties.	

SECTOR: ECONOMIC + COMMUNITY IMPACT

VISION [SAMPLE]: AN ACTIVE DOWNTOWN WITH A VARIETY OF SMALL BUSINESSES

ISSUE: SMALL BUSINESSES MAY STRUGGLE TO REMAIN VIABLE IN THE LONG TERM   **GOAL: UTILIZE #% OF THE MAIN STREET POTENTIAL**

CONCEPT	ONGOING EFFORTS	GAPS IN ATTAINING THE GOAL	ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)	OPPORTUNITIES	CONSIDERATIONS — BENEFITS	CONSIDERATIONS — CHALLENGES	PROJECT CONNECTIONS	RESOURCES (TECHNICAL ASSISTANCE, FUNDING)	FEASIBILITY	NEXT STEPS
ENCOURAGE USE OF UPPER LEVELS IN MAIN STREET FOR RESIDENTIAL.	Few property owners have pursued second floor-housing. The City is open to tax rebates within the TIF district.	Perception that taxes prohibit owners from making improvements. Existing program is not known widely. There may be a County building code issue.	Market existing programs.	Historic preservation and sustainable building practices could enhance district and make the reuse of the upper levels more financially viable.	Main Street vitality. Retains density of downtown. Creates housing opportunities for rental and affordable markets. Utilizes existing infrastructure. Utilizes existing programs. Could address housing issues	Providing adequate parking, addressing any potential building or zoning that may be prohibitive, increasing confidence in locating downtown/floodplain. Some programs have restrictions for use in the floodplain or have requirements related to historic preservation or job generation.	Flood control must be initiated in order to give potential business owners confidence in investing downtown. A market study is already underway to address Main Street needs.	City has utilized tax rebate programs in the past and can work with property owners to maximize existing resources. State and Federal programs regarding historic preservation, downtown redevelopment, low-income housing.	May not be relevant for all buildings due to building codes, market demand. Timeline is short due to the existence of programs, but these may not address all needs due to restrictions.	Identify details of existing program and provide information to public.
			Create additional incentives (tax incentives, rebates).	Historic preservation and sustainable building practices could enhance district and make the reuse of the upper levels more financially viable.	Main Street vitality. Retains density of downtown. Creates housing opportunities. Utilizes existing infrastructure.	Providing adequate parking, addressing any potential building or zoning that may be prohibitive, increasing confidence in locating downtown/floodplain, attracting new businesses, determining market for such housing.	Flood control must be initiated in order to give potential business owners confidence in investing downtown. A market study is already underway to address Main Street needs. Could address housing issues.	Cedar Falls tax incentives can be used as a model. Iowa Downtown Resource Center.	May not be relevant for all buildings due to building codes, market demand.	Analyze existing programs and available resources to determine most effective program option.
MARKET WAVERLY.	Tourism marketing. Created a brochure; adding shopping — applied for grant to revise; looking at marketing sports as well.	Need a visitor center to provide the information to the public more efficiently; need a marketing plan to address additional opportunities.	Beautification program for Main Street.	Historic preservation and streetscaping can make the downtown more attractive for businesses and consumers.	Preserve existing infrastructure and historic character, make downtown more attractive for businesses and consumers, increase tax income, increase profits for small businesses, historic preservation efforts can provide additional financial incentives and technical assistance for businesses and property owners.	Funding, planning improvements, may need consultants for historic preservation initiatives, lack of support for increased regulations, education on benefits, construction of improvements, parking needs.	Existing market analysis should be completed first. Would be beneficial to coordinate Main Street improvements with marketing programs. Could enhance recreational, housing and other economic projects.	Eastern Iowa Tourism Association (applied for grant for technical assistance); Cedar Valley Sports and Entertainment Commission funding. Living Roadways, Iowa Main Street, local hotel tax.	Simple programs can be implemented with little effort and local resources can be useful in initiating beautification and other Main Street improvement projects.	Identify existing efforts of Design & Beautification Committee and if a plan or additional resources is needed.
			Create a visitor center and marketing campaign.	Utilize the central location of the Chamber of Commerce to market to visitors and residents.	Central location and existing space. A visitor center creates a central and visible location for tourists and locals to gather information. Increase business, encourage new businesses, improve quality of life, tax dollars.	Funding, parking needs, visibility, best use of limited space.	Will need to be constructed in order to effectively implement marketing strategies. Will need to coordinate with other Main Street programs. Could enhance recreational and economic development projects.	Eastern Iowa Tourism Association (applied for grant for technical assistance); Cedar Valley Sports and Entertainment Commission funding. Living Roadways, Iowa Main Street. Local hotel tax.	Low construction requirements make this a viable project.	Determine scope and proposal, identify resources.
			Pursue alternative tourism markets: cultural tourism, convention/bus tours, regional tourism, recreational opportunities.	Expand market, coordinate regionally.	Currently targeting retail, sports, entertainment opportunities. Staff support in place. Marketing Waverly can bring more visitors, residents and businesses. Increase viability of small businesses, retain and enhance historic character and existing infrastructure. Increase tax dollars.	Will need to research market needs, but can tie in with existing study. Funding and research into existing programs, opportunities to tie in to regional efforts. Not all desired markets will be applicable to Waverly.	Existing market analysis should be completed first. Would be beneficial to coordinate Main Street improvements with marketing programs. Could enhance recreational, housing and other economic projects.	Eastern Iowa Tourism Association (applied for grant for technical assistance); Cedar Valley Sports and Entertainment Commission funding.	Existing market analysis can initiate this discussion and existing staff is already identifying opportunities to expand the market.	Research opportunities to plug in to existing programs or enhance marketing of existing assets of Waverly.
RETAIN/SUPPORT EXISTING SMALL BUSINESSES.	*Jumpstart Program; l*ocal banks providing flood recovery loans; Small Business Administration (SBA); businesses steadily re-opening and/or relocating; Main Street Iowa providing technical assistance and volunteers.	Anticipating that small businesses may have issues remaining open in the long-term due to large expenses to reopen and loss of business and revenue. Some businesses may be relocating due to lack of confidence in investing in the floodplain. Full magnitude of economic impacts is unclear. What about small businesses not in the Main Street district?	Anticipating that upcoming market analysis will identify existing resources, how to strengthen the Main Street resources and where additional programs are needed.		Can be used to recruit new and build upon existing businesses. Provide financial incentives, expand upon marketing and technical assistance. Promotes local business owners, enhances downtown, increases tax revenues, provides jobs and utilizes existing assets in Waverly.	May require additional programming and resources to do so (funding and technical assistance).	Must be completed before many of the other Main Street economic development projects in order to assure efficient and effective use of resources. Can enhance projects in housing and other sectors. Flood protection significantly impacts success of downtown projects.	Iowa Downtown Resource Center.	Market analysis already underway to determine feasibility options.	Identify volunteers for surveying and outreach efforts in support of the market analysis.
ATTRACT NEW BUSINESSES.	Small business start-up class — eight weeks every Tuesday, initiated before flood, fifty (50) percent starting up by spring other fifty (50) percent within a few years.		Provide incentives for new businesses.		Strengthening the downtown. Encouraging new growth. Diversifying business.	How to address the five-year interim before mitigation measures are in place. Housing to support employees, confidence in business location. Businesses already relocating elsewhere.				

SECTOR: ECONOMIC + COMMUNITY IMPACT

VISION [SAMPLE]: AN ACTIVE DOWNTOWN WITH A VARIETY OF SMALL BUSINESS; ESTABLISHED NEIGHBORHOODS WITH A STRONG SENSE OF PLACE AND SMALL TOWN LIFESTYLE.

ISSUE: POSSIBILITY OF LOSING DENSITY DOWNTOWN AND NEGATIVE IMPACTS ON NEIGHBORHOODS.

GOAL: DEVELOP A PLAN FOR THE PROPERTIES AFFECTED BY THE FLOODING.

CONCEPT	ONGOING EFFORTS	GAPS IN ATTAINING THE GOAL	ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)	OPPORTUNITIES	CONSIDERATIONS		PROJECT CONNECTIONS	RESOURCES (TECHNICAL ASSISTANCE, FUNDING)	FEASIBILITY	NEXT STEPS
					BENEFITS	CHALLENGES				
IDENTIFY ALL BUILDINGS THAT MAY NOT HAVE THE SAME TENANT, FOR RE-USE.		How to re-use abandoned buildings; high-risk, expensive repairs. Are there existing programs or will new and/or adapted programs be needed.	Re-use of abandoned buildings downtown/re-hab old buildings.	Rehab using Green Standards, City option to acquire properties for redevelopment.	Attract more businesses/tenants. Maintain density . Protect neighborhood character.					
			Encourage density in the center of town (second-story residential on Main Street, etc). Provide incentives for new businesses. Encourage re-use of abandoned retail. Utilize historic preservation and green rehab incentives.	Look into other recovery needs that may be relevant to Iowa Main Street. Sustainable development, adaptive reuse opportunities	Main Street vitality, maintain density in the downtown.			Main Street, CDBG, EDA, Vision Iowa; HUD Challenge Grant (matching grants for renovation projects).	Contact the IMS, Iowa Downtown Resource Center for technical assistance, work with DED to identify resources and opportunities.	
PLAN FOR THE MOST EFFICIENT AND EFFECTIVE USE OF AFFECTED LANDS.		Plan for land use — what to do with vacated land - housing, recreation, etc. Need more information on available options. Address checkerboard vacancies.	Expanded recreation areas; reducing future flood damages.	Create a plan and a funding strategy for land use.	Flood control, recreation, quality of life, public safety, all sectors depending where the lots are.	Flood control, reduction of flood damages, housing development, veterans project, sanitary sewer relocation, regional coordination.	Most appropriate use of land, how does the community want to use it? Marketing the positive aspects of the projects — increasing mitigation.	Development resources, but are there planning resources?	Identification of properties, funding, RFP.	Project development phase — identify resources, scope.
			Neighbors can expand lot, community gardens, pocket parks, baseball diamonds/basketball courts.	Green space, larger lots.						
			Remove buildings from floodway.	Land swap.	Housing, historic preservation, density downtown, appropriate land uses, quality of life, flood control, economic development, recreation and aesthetics.	Land use plan, flood control, reduction of flood damages, housing development, veterans project, sanitary sewer relocation, regional coordination.	Maintaining tax base, retaining neighborhoods and neighborhood character, affordability of housing; sustainability.	HMGP, CDBG.	Funding, community buy-in, partnering with other sectors.	Project development phase — identify available resources, phasing, scope, implementation strategy.
IMPLEMENT ENVIRONMENTAL CONSIDERATIONS FOR CITY.	Waverly Light and Power rebates, Recycling Center.	Smart growth and green standards. Sustainable development. Green schools.	Re-use/re-hab of abandoned buildings, green schools, Address drainage for new development, incentivize green building/green renovations, wetlands restoration.		Job creation in green building.	Zoning. State initiatives such as sustainable downtowns.	Many options, where to start? 1) Environment: land conservation, watershed protection, river enhancement, wetlands 2) New and rehabbed building projects.	USGBC, Global Green, NREL, IDED, foundations and other grant sources.	Community support.	Look into USGBC Models

SECTOR: ECONOMIC + COMMUNITY IMPACT

					CONSIDERATIONS					
VISION [SAMPLE]: COHESIVE COMMUNITY MOVING IN THE SAME DIRECTION.										
ISSUE: NOT ENOUGH COMMUNICATION AND COORDINATION BETWEEN CITY, COMMUNITY AND OTHER ORGANIZATIONS.				**GOAL: DEVELOP A COMMUNICATION STRATEGY.**						
CONCEPT	**ONGOING EFFORTS**	**GAPS IN ATTAINING THE GOAL**	**ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)**	**OPPORTUNITIES**	**BENEFITS**	**CHALLENGES**	**PROJECT CONNECTIONS**	**RESOURCES (TECHNICAL ASSISTANCE, FUNDING)**	**FEASIBILITY**	**NEXT STEPS**
EFFECTIVE COMMUNICATION TO THE PUBLIC ON RECOVERY ISSUES, NEEDS AND SOLUTIONS.	Several task forces, City Council meetings, State programs, Bremer County Recovery Coalition, LTCR.	Community forums, information on progress.	Establish a more effective communication mechanism.	Community unity, a Community Vision for the future.	Increased awareness, united community. Better coordination of efforts and resources.	Many other groups working: INRCOG, *Hazard Mitigation Plan Update Task Force*, Crisis Communications, School District, community groups, but no mechanism for coordinating these efforts.	Vision 2033.	*LTCR Stakeholder Group*, City staff.	Leverage identified *Stakeholder Group* and *Hazard Mitigation Task Force* involvement.	Continue Vision 2033 and community involvement process.
REGIONAL SOLUTIONS TO FLOOD PROTECTION AND OTHER ISSUES RELATED TO THE RIVER.	*Cedar River Initiative*, INRCOG, RIO.	Involvement in meaningful regional recovery planning. Regional consideration for flood protection. Regional considerations for recreation and tourism on the river.	Become a part of CRI and encourage regional planning for the river corridor on a range of issues, i.e. flood protection, recreation, etc.	Develop tourism relating to the river and other assets.	Regional river approach to flood protection. Work with farmers and agricultural groups to reduce run-off.	Communication, support form the State and other communities.	Flood protection.			Contact CRI, establish relationship moving forward, look into viable recreation and tourism opportunities.
			Encourage regional planning with INRCOG and the State, look at the Cedar River Watershed as a region.	Develop wetlands/prairie reconstruction projects.	Regional river approach to flood protection. Work with farmers and agricultural groups to reduce run-off.	Communication, support form the State and other communities.	Flood protection, land use, recreation.			Work with RIO to encourage regional planning. Contact DNR, research watershed model.

ESF #14
LONG-TERM COMMUNITY RECOVERY

IOWA

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WAVERLY

PARTNERING FOR RECOVERY

SECTOR: INFRASTRUCTURE + FLOOD CONTROL

VISION [SAMPLE]: A SAFER WAVERLY										
ISSUE: REPEAT FLOODING					**GOAL: REDUCE FLOODPLAIN BY #%**					
CONCEPT	**ONGOING EFFORTS**	**GAPS IN ATTAINING THE GOAL**	**ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)**	**OPPORTUNITIES**	**CONSIDERATIONS**		**PROJECT CONNECTIONS**	**RESOURCES (TECHNICAL ASSISTANCE, FUNDING)**	**FEASIBILITY**	**NEXT STEPS**
					BENEFITS	**CHALLENGES**				
REDUCE THE FLOODPLAIN OF THE CEDAR RIVER IN WAVERLY.	Updating studies of the best solution to the flooding of the Cedar River; engineering has been initiated for options to reduce flooding, updating cost estimates.	Regional coordination. Updated studies.	Structural improvements to the River that will reduce future flooding.	Public communication on existing efforts. Regional coordination.	Less stress on sewer system and other public infrastructure; improved information on flood prediction; mitigates upstream sediment issues; reduces flood insurance requirements; opens area for housing programs; retains affordable housing; increases property values; increases tax revenue; relieves emotional stress; increases confidence in development of downtown/CBD; benefits City water/power.	Floodplain map updates.	Flood control impacts all other projects. Dry Run must be addressed to fully address flooding. Also addresses the E-W connection issues, the stressing of the sanitary sewer system, housing, future flood damage, downtown business revitalization, enhancement of river corridor/recreation opportunities.	EDA, bond issue.	Funding approval, detailed plans and specs, construction.	May be opportunities to leverage other funding. Public information and regional coordination should be considered further.
REDUCE FLOODING ASSOCIATED WITH THE DRY RUN IN WAVERLY.	Engineering, updating costs, re-evaluating previous studies. Revising previous study to determine best option; new or corrected information available. Looking at stormwater management facilities and enhancing flow within the channel.	Remove houses in the floodway. Structural improvements.	Create a flood protection mechanism using the creek bed.	Public communication on existing efforts. Regional coordination. Construct a levee at the mouth of the Creek. Remove obstructions.	Reduces flood insurance needs; opens area for housing programs; retains affordable housing; increases property values; increases tax revenue; relieves emotional stress; increases confidence in development of downtown/CBD; enhances recreation opportunities.	Involve the community to increase support and confidence in rebuilding, will not change the need for removal of structures from the floodway.	Flood control impacts all other projects. Works with Cedar River project towards flood control. Also addresses the E-W connection issues, the stressing of the sanitary sewer system, housing, future flood damage, downtown business revitalization, enhancement of river corridor/recreation opportunities, and land use study project.	*HMGP Property Acquisition, Demolition Program* , U.S.Army Corps of Engineers (USACE), Natural Resources Conservation Service (NRCS), bond issuance.	Other resources needed for implementation.	Public information and regional coordination should be considered further.

ESF #14
LONG-TERM COMMUNITY RECOVERY

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WAVERLY

PARTNERING FOR RECOVERY

SECTOR: INFRASTRUCTURE + FLOOD CONTROL

	VISION [SAMPLE]: A SAFER WAVERLY									
ISSUE: REPEAT FLOODING				**GOAL: REDUCE FUTURE FLOOD LOSSES BY # %**						
CONCEPT	**ONGOING EFFORTS**	**GAPS IN ATTAINING THE GOAL**	**ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)**	**OPPORTUNITIES**	**CONSIDERATIONS**		**PROJECT CONNECTIONS**	**RESOURCES (TECHNICAL ASSISTANCE, FUNDING)**	**FEASIBILITY**	**NEXT STEPS**
					BENEFITS	**CHALLENGES**				
BUILD STRONGER AND SMARTER.	Building codes and other local regulations that require mitigation measures — elevating, etc. *Hazard Mitigation Plan Update Task Force is in place working on the plan.*	Education on existing programs, regulations, funding programs. *Hazard Mitigation Implementation Plan.*	Enhancing regulations to go beyond one hundred- (100) year elevation.	Revise building codes.	Reduce future losses. Reduce future displacement of residents.	Public support.				
			Develop public information strategy that informs on elevating homes (examples, existing programs).	Encourage energy efficient repair/rehab and green building technology.	Make the most of repair work.					
			Assistance for property-owners to fund mitigation measures.	Maintain density and protect neighborhood character.	Reduce future losses. Reduce future displacement of residents.	Public support and funding.				
			Hazard Mitigation Implementation Plan.			*Task Force* needs guidance on ways to encourage building stronger and smarter. Best practices and case studies and models.				
REMOVE BUILDINGS FROM THE FLOODWAY.	Buyouts. Demolition program. *Hazard Mitigation Plan.*	Overall plan for future efforts. Effective communication to the public on existing efforts. How to best approach the Dry Run.	Coordinate with housing and land use plans.	Enhancing, upgrading infrastructure.	Removes homes from floodway, reduces harm and damage.	Homeowners will be displaced, loss of property taxes.	Plan can address flood control implementation needs.			
			Develop program alternative to *Hazard Mitigation Grant Program.*	Remove obstructions, use Creek as flood protection mechanism.	Decrease in damages to homes in floodway. Potential benefit of flood protection mechanism.	Infrastructure that runs under the Creek bed, green space issues, replacement housing.	Land swaps. Protect the neighborhood character.			

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SECTOR: INFRASTRUCTURE + FLOOD CONTROL

VISION [SAMPLE]: A SAFER WAVERLY										
ISSUE: CANNOT ACCESS BOTH SIDES OF THE RIVER DURING FLOOD EVENTS					GOAL: PROVIDE A SECOND RIVER CROSSING WITHIN # YEARS					
CONCEPT	ONGOING EFFORTS	GAPS IN ATTAINING THE GOAL	ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)	OPPORTUNITIES	CONSIDERATIONS		PROJECT CONNECTIONS	RESOURCES (TECHNICAL ASSISTANCE, FUNDING)	FEASIBILITY	NEXT STEPS
					BENEFITS	CHALLENGES				
CONSTRUCT AN EAST-WEST CORRIDOR THAT IS ABOVE FLOOD LEVEL.	10th Avenue South Project — from 4th Street west to Highway 3 — bridge crossing elevated out of harms way and road extension to connect the east and west sides (currently in concept stage, corridor determined and acquired by City, submitted for Congressional earmark, estimated at $7 million).	Funding, public support.		Transform Green Bridge into a pedestrian bridge and park area.	Improved access to both sides of river, economic development, artery for through traffic to calm downtown traffic and air quality, public safety, railroad grade separation, recreation.		Emergency services availability, flood control, Green Bridge, recreational trails.	Iowa Clean Air Attainment Program (ICAAP), Economic Development Agency (EDA), bridge funding programs from DOT.	218 By-pass study addressed many of the traffic issues, impacts on the downtown business district.	Acquire funding, conduct detailed engineering and environmental studies.

PARTNERING FOR RECOVERY

SECTOR: INFRASTRUCTURE + FLOOD CONTROL

VISION [SAMPLE]: A SAFER WAVERLY											
ISSUE: PUBLIC INFRASTRUCTURE AND SERVICES ARE SUSCEPTIBLE TO FLOOD DAMAGE				GOAL: IMPROVE INFRASTRUCTURE TO AVOID FUTURE DAMAGES AND PROVIDE FOR GROWTH							
CONCEPT	ONGOING EFFORTS	GAPS IN ATTAINING THE GOAL	ALTERNATIVES (PROJECTS, PROGRAMS AND INITIATIVES)	OPPORTUNITIES	CONSIDERATIONS		PROJECT CONNECTIONS	RESOURCES (TECHNICAL ASSISTANCE, FUNDING)	FEASIBILITY	NEXT STEPS	
					BENEFITS	CHALLENGES					
PROTECT SANITARY SEWER SYSTEM FROM FUTURE FLOOD DAMAGE.	Ongoing repairs and strengthening of existing system, sections have been elevated, lift station is designed to one hundred-(100) year flood.	Public education on limitations of collection systems in withstanding widespread flood events, engineering study.	Repairs and upgrades to strengthen system and avoid future sewer back-up.	Upgrade to protect from a five hundred- (500) year flood.	Minimize future damage to housing. Minimizes future damage in areas not affected by surface flooding.		.				
			Encourage use of sewer backflow devices.		Minimize future damage to housing.			Public and private investment/cost share opportunities.	Identify backflow equipment options.	Project development.	
			Expand sewer system to address future growth and development.	Rerouting trunk sewer along Dry Run Creek.	Hospital, college, northwest quadrant of the City; economic development, public services, housing.	Property acquisitions and engineering would need to occur first.	Property acquisition, Dry Run Creek projects.	EDA, CDBG, local sewer revenues, TIF.	Detailed feasibility report, currently in conceptual stages, identifying financing; property acquisition could affect feasibility.	Project development, resource identification.	
MANAGE RUN-OFF TO PREVENT FLOODING.	City-wide storm water regulations in place.	Flash flooding. Storm water drainage system is inadequate. Regional run-off issues that are linked to river over-topping.	Structural improvements to the storm water system	Proactively identify storm water issues.	Protects properties from flood damage.	Engineering study. Funding.					
			Strengthen storm water regulations.	Stricter requirements for new construction.	Avoid future flood damage.	Possible deterrent for developers.					
			Address agricultural run-off on a regional level.	Regional coordination, wetlands and prairie restoration programs.		Study of run-off patterns, education.					
IMPROVE PUBLIC SERVICE AND EMERGENCY OPERATIONS.	*Crisis Communication Plan* in the works. Training for public safety personnel.	Existing emergency operations center (EOC) not equipped for many significant events.	Expand/upgrade existing EOC.		A better prepared response function.	Funding, local support.		FEMA	Equipment needs.		
			Identify secondary EOC locations to ensure service to both sides of the river and in future hazards.	Identify available locations for EOC for different types of events, equipping these locations for adaptability. Co-location can leverage funding.	A better prepared response function, protection of persons and property. Confidence in rebuilding.	Identifying the best location. Funding. Local support.			Identifying locations, equipment needs.	Project development.	

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 the 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**

ESF #14
LONG-TERM COMMUNITY RECOVERY

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☐ 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?

First National Bank on East Bremer Avenue