

**Draft Application Response for Public Comment Only**  
**--- Not for Submission ---**

**CDBG-DR Project Review Sheet**  
**VSC – Johnson Martinetti Hall Redevelopment**  
**Application Draft for Public Review & Comment**  
**To Be Distributed on 11 September 2025**

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Each project must have an understanding of the required state and local land use permits. Please use the Agency of Natural Resources Permit Navigator tool to help you determine what permits you may need for your project.

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**SECTION 1 – PROJECT NEED (60 Points)**

**A. Project Need is Well-Documented (e.g., studies, updated data, etc.)**

Back up all statements with studies, research and data. Avoid generalized statements with no substantial data or evidence.

1. Describe the unmet need for this project, and how it relates to damages directly related to DR-4720.

*Applicant Response:*

*The proposed project addresses an urgent and ongoing unmet need created by the July 2023 flood disaster (DR-4720). According to the National Weather Service (URL: <https://www.weather.gov/btv/The-Great-Vermont-Flood-of-10-11-July-2023-Preliminary-Meteorological-Summary>), in Johnson, Vermont on July 10-11, 2023, the Lamoille River reached its second-highest crest on record (surpassed only by the November 1927 flood) resulting in widespread flooding and severe damage to critical infrastructure, housing, and community facilities. This catastrophic event left the town and surrounding region heavily damaged, vulnerable and under-resourced for long-term recovery. While FEMA Public Assistance, Individual Assistance, and insurance settlements addressed immediate emergency response and stabilization, these resources have proven insufficient to fund permanent solutions that restore essential services and create long-term resilience against future disasters.*

*Without significant additional investment, essential civic functions remain fragmented or at risk, residents will continue to face prolonged housing insecurity, and the local economy will struggle to regain stability. This project directly addresses these conditions by delivering a resilient, multi-purpose community center that consolidates flood-impacted services, expands infrastructure capacity, and supports housing recovery and economic revitalization.*

***DR-4720-Linked Damages in Johnson – The project directly responds to specific damage types caused by DR-4720, including:***

***Infrastructure Failures.*** *The July 2023 flood caused catastrophic infrastructure damage in Johnson. The Town’s wastewater treatment plant was rendered inoperable, resulting in untreated wastewater discharging into nearby rivers for multiple days following the storm. Washed-out roads, the loss of four bridges, failed culverts, and damaged utility*

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*lines impaired access to essential services and isolated key community facilities. The absence of redundant routes and resilient utility loops further increased the region's vulnerability during and after the disaster.*

*Housing Disruption. Floodwaters displaced residents and destroyed or severely damaged multiple housing units. The resulting instability has delayed recovery and exacerbated the region's pre-existing housing shortage. Notably, 18 FEMA-funded buyouts have been approved or are underway, permanently removing those homes from the local housing stock and further straining available options for low- and moderate-income residents.*

*Loss of Community Facilities. Johnson's emergency operations center had to be evacuated mid-response due to flooding, severely disrupting coordination efforts. Town and Village offices, health service providers, library, post office, and other civic buildings housing critical community functions experienced significant water intrusion, damage to equipment, and long-term usability concerns.*

*Economic Consequences. Several businesses experienced extended or permanent closures due to flooding, including Sterling Market, Union Bank, Johnson Woolen Mills, and Vermont Studio Center. Damage to buildings, loss of access, and supply chain interruptions have had compounding effects on the local economy. These conditions continue to suppress economic recovery and employment opportunities in the village core.*

***Project as a Long-Term Mitigation and Recovery Solution*** – *The Johnson Community Services and Resilience Center directly addresses these challenges with a forward-looking design that meets FEMA mitigation standards and fills the funding and functionality gaps left by earlier recovery efforts. Key elements include:*

- Permanent relocation of essential community services (municipal offices, post office, emergency operations, health care services, child care, and more) to a flood-resilient structure well above known high-water marks.*
- Ring Road extension with redundant utility access, including a looped water/fire suppression system to ensure uninterrupted service and emergency readiness.*
- Consolidation of key Johnson civic and community functions into a single, flood-resilient facility, paving the way for operational savings for the Vermont State Colleges to redirect into education while laying the foundation for future housing development nearby, addressing the acute housing shortage exacerbated by flooding.*
- Creation of service capacity to support displaced and future residents, making sustainable housing growth feasible in a previously vulnerable area.*

*This project represents a transformative investment that not only recovers lost capacity but builds back smarter by using existing infrastructure in currently underutilized space to save money and time, improving community resilience, restoring public trust in essential systems, and unlocking long-term recovery through sustainable development.*

***VCIS Alignment*** – *This response addresses key Vermont Community Index Score factors including **disaster exposure, infrastructure failure, housing insecurity, and***

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*economic disruption, all of which are central to determining community vulnerability and prioritization for funding.*

2. Describe how this project better positions the community/organization to meet the needs of its post-disaster populations. Please include how mitigation measures and strategies to reduce natural hazard risk will be integrated in the planning efforts.

*Applicant Response:*

*The Johnson Community Services and Resilience Center is a transformative recovery and mitigation project that significantly strengthens the community's capacity to serve its post-disaster population and reduce future vulnerability. In the aftermath of the catastrophic July 2023 flood (DR-4720), which displaced residents, disrupted and closed essential services, and damaged public infrastructure, this project offers a forward-looking, consolidated solution that strengthens the community's resilience to natural hazards for generations to come.*

**Meeting Post-Disaster Needs** – *By co-locating municipal offices, emergency operations, health care, child care, and senior services into a single, flood-resilient facility, the project ensures that essential services can remain operational during and after future disaster events. This centralization allows for:*

- *More coordinated response and recovery efforts*
- *Reduced downtime for critical services*
- *Streamlined service access for displaced or vulnerable populations*
- *Community stability, particularly for low- and moderate-income households and seniors*

*Additionally, the facility will serve as a year-round anchor institution, supporting the reestablishment of daily life for affected residents while restoring the civic core of Johnson.*

**Integrated Mitigation Measures** – *The project has been designed with multiple layers of hazard mitigation in mind, addressing both site-level vulnerabilities and regional infrastructure limitations:*

- *Siting on high ground, outside of the FEMA-designated floodplain, ensures continuity of operations during flood events.*
- *Extension of Ring Road provides redundant access routes and supports emergency logistics.*
- *Looped water/fire suppression system increases fire protection capacity and reduces single-point utility failure risks.*
- *Elevation of mechanical systems, use of flood-resistant materials, and reinforced building envelope support FEMA mitigation best practices.*
- *Structural upgrades will align with IBC, ASCE 24, and other applicable design standards for flood-prone areas.*
- *Energy-efficient systems and adaptive reuse of existing building infrastructure reduce long-term carbon footprint and operational costs, aligning with broader sustainability goals.*

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**Planning and Long-Term Resilience Strategy** – The design and implementation of the center will be informed by:

- A comprehensive hazard mitigation assessment
- Close collaboration with local emergency management officials
- Integration into the Local Hazard Mitigation Plan (LHMP)
- Engineering guidance that incorporates future climate projections, including increased frequency and intensity of precipitation events

*This project not only restores lost functionality—it creates a resilient civic platform for future generations, reduces the likelihood of repetitive loss, and positions the town and the Vermont State Colleges System to lead in community-centered recovery and resilience.*

**VCIS Alignment** – The proposal advances VCIS priorities in **hazard risk mitigation, public safety, and infrastructure resilience**, while supporting LMI populations with equitable access to year-round essential services.

3. Describe the manner in which the need was determined and how your project proposal will meet the need described in #1 (cite relevant data and attach any studies or information to support this need).

*Applicant Response:*

**Needs Assessment Process** – The need for the Johnson Community Services and Resilience Center was determined through a combination of disaster impact analysis, stakeholder engagement, facility condition assessments, and local planning priorities—all in direct response to the severe and lasting effects of the July 2023 flooding disaster (FEMA DR-4720). This flood event resulted in the functional failure of Johnson’s emergency operations center and wastewater treatment plant, the inundation of core municipal and service buildings, and widespread housing and infrastructure damage across the village and town.

*Key factors informing the project scope include:*

- Direct flood impacts documented in local and state damage assessments, including failures in access, utilities, and civic facilities (see DR-4720 Public Assistance data).
- Stakeholder community meetings with representatives from the Town of Johnson, Village of Johnson, Vermont State University (VTSU), regional emergency services, and health/social service providers. These meetings included a multi-part facilitation led by Vermont Council on Rural Development, resulting in the Reimagine Johnson Report and Action Plan <sup>1</sup>. In parallel, the Lamoille County Planning Commission this year conducted a regional plan

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<sup>1</sup> Reimagine Johnson Report and Action Plan Link: <https://www.vtrural.org/re-imagine-johnson-february-2025/>

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survey<sup>2</sup> of nearly 300 respondents identifying strong community support for future flood mitigation efforts.

- Alignment with regional plans, including the 2022 Lamoille County All-Hazards Mitigation Plan, which explicitly prioritizes the relocation of vulnerable community functions such as municipal operations and emergency services to areas outside the Special Flood Hazard Area (SFHA), and the 2018 Johnson Local Hazard Mitigation Plan, which identifies the municipal complex and health services as at-risk infrastructure and calls for their relocation to upland, flood-resilient locations. The proposed project directly implements these strategies by consolidating essential services on a secure, elevated site.
- Campus revitalization planning by VSC, identified Martinetti Hall as a structurally viable building that could serve urgent civic needs while enabling campus transformation and reducing long-term operating costs.

**How the Proposed Project Meets the Need** – The proposed project meets these documented needs by:

- Providing a permanent, flood-resilient home for essential public services that were damaged or rendered inoperable in the 2023 disaster. This includes emergency operations, municipal offices, health services, potential post office and child care uses and other critical community functions.
- Consolidating community services into a single accessible, modern, energy-efficient facility located well above flood-prone areas, ensuring uninterrupted operations during future emergencies.
- Extending and upgrading infrastructure via the Ring Road extension, with redundant utility access and a looped water/fire suppression system to support public safety and future development.
- Laying the groundwork for future housing development, as reliable services and infrastructure are key preconditions for any sustainable infill or adaptive reuse projects in the community.
- Reducing operating expenses for Vermont State Colleges, allowing redirection of resources toward academic programming while maintaining year-round service presence on campus.

This project was developed with direct input from local partners affected by the disaster and is closely aligned with both immediate recovery priorities and long-term hazard mitigation strategies. It fills critical gaps left by limited FEMA and insurance resources, offering a practical, cost-effective, and future-ready solution for the community.

**VCIS Alignment** – This response demonstrates how the project was built on clear indicators of **community vulnerability** and **infrastructure deficiency**—core components of the Vermont Community Index Score methodology

### B. There is not a more appropriate solution than the one presented

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<sup>2</sup> LCPC Regional Planning Survey Link: [chrome-extension://efaidnbnmnnibpcajpcglclefindmkaj/https://www.lcpcvt.org/vertical/sites/%7B3C01460C-7F49-40F5-B243-0CA7924F23AF%7D/uploads/2025\\_Regional\\_Plan\\_Survey\\_Results.pdf](chrome-extension://efaidnbnmnnibpcajpcglclefindmkaj/https://www.lcpcvt.org/vertical/sites/%7B3C01460C-7F49-40F5-B243-0CA7924F23AF%7D/uploads/2025_Regional_Plan_Survey_Results.pdf)

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Clearly indicate all other alternatives that were explored and investigated as alternatives. Summarize the options and outcomes of your investigation.

- 4a. Describe why this is the best approach to meet the need and how your proposal will meet this need.

*Applicant Response:*

*The **adaptive reuse of Martinetti Hall** as the Johnson Community Services and Resilience Center represents the most effective and efficient approach to meet urgent post-disaster needs from the July 2023 flood (DR-4720). This project consolidates essential municipal and human services into a single, flood-resilient, accessible facility, restoring lost capacity while reducing long-term risk and operating costs.*

*Flooding in Johnson is not a question of “if”, but “when.” The community experienced significant damage during Tropical Storm Irene in 2011, including the closure of its only grocery store, The Grand Union. In 2023, the devastation was even greater. And, on the one-year anniversary of the 2023 floods, Johnson was hit again, though this time, the impact was minor.*

*Relocating key services to higher ground and consolidating them into a modern, accessible and resilience facility is the most effective strategy to protect community assets, ensure continuity of operations, and reduce future vulnerabilities.*

*This approach directly meets the identified needs by:*

- Relocating flood-impacted services (emergency operations, municipal offices, health care and child care services) out of the floodplain to a structurally sound building on high ground.*
- Ensuring continuity of essential operations during future disasters through redundant utility access, a looped water/fire protection system, and hardened infrastructure.*
- Supporting long-term housing and economic recovery, as the co-location of services and infrastructure upgrades lay the foundation for future residential development and population stability.*
- Reducing costs and improving sustainability by leveraging an existing underutilized university building instead of constructing a new facility or leasing multiple fragmented spaces.*

*The proposal aligns with FEMA and HUD mitigation priorities and addresses the funding and functionality gaps left by emergency aid and insurance, making it a cost-effective, community-centered, and forward-looking solution for recovery and resilience.*

***VCIS Alignment** – The evaluation of alternatives clearly supports VCIS emphasis on **cost reasonableness, resilience, and resource efficiency**, especially for communities with constrained local capacity. Additionally, the selected approach directly addresses multiple VCIS dimensions: **hazard mitigation, economic efficiency, infrastructure modernization, and housing enablement.***

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- 4b. Identify other approaches that were considered and explain why they were not pursued.

*Applicant Response:*

***Alternatives Considered and Evaluation*** – Several alternatives were explored to address the urgent post-disaster needs of the Johnson community following FEMA Disaster DR-4720. These options were evaluated based on cost-effectiveness, hazard risk mitigation, operational functionality, sustainability, and implementation feasibility. Below is a summary of alternatives and outcomes:

*Alternative 1: Rebuilding in Place (Existing Flood-Prone Locations)*

- *Description: Repairing or rebuilding town offices, the emergency operations center (EOC), and health/social service facilities at their current locations.*
- *Outcome: Deemed infeasible and unsustainable due to continued vulnerability to flood events. Several sites are within or adjacent to FEMA flood zones and lack elevation, redundant access, and utility reliability. Mitigation retrofits would be cost-prohibitive and still result in repetitive risk exposure.*

*Alternative 2: New Construction on Greenfield Site*

- *Description: Develop an entirely new facility elsewhere in Johnson on undeveloped land.*
- *Outcome: Significantly higher cost due to site acquisition, utility extension, and full vertical construction. Additionally, suitable high-ground parcels with existing infrastructure are extremely limited. This option would also create new impervious surfaces, increasing environmental impact.*

*Alternative 3: Leasing Dispersed Space from Private Landlords*

- *Description: Leasing existing private commercial space to relocate displaced functions.*
- *Outcome: No available space was large enough or compliant with FEMA mitigation standards. Leasing would result in fragmented services, no long-term ownership or control, and higher lifetime costs without creating permanent infrastructure or community resilience.*

*Alternative 4: Adaptive Reuse of Martinetti Hall (Selected Option)*

- *Description: Repurpose Martinetti Hall on the Vermont State University Johnson campus into a multi-tenant civic and services center, including an EOC, town/village offices, health services, child care, and post office.*
- *Outcome: This approach was selected as the most cost-effective, resilient, and community-centered solution. Martinetti Hall is a structurally sound facility with infrastructure, including parking, already in place, and located above known flood elevations. Its position on a campus with existing utility and broadband access enhances both operational efficiency and long-term resilience. The project also advances broader campus revitalization, reduces ongoing*

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*operational costs, and unlocks future housing development by expanding infrastructure capacity.*

**C. All appropriate funding sources have been sought.**

Cite all other sources that have been pursued. Be sure to include any other applications that were made to other funding sources. If they were not funded, please indicate reasons and explain why other funding is not applicable to this application.

5. Describe the effort to obtain other funding and, why particular funding sources were considered but not pursued.

*Applicant Response:*

*At the time of project planning and application development, no other funding sources had been secured or formally pursued for the Johnson Community Services and Resilience Center. This was a strategic decision based on the alignment of this project's scope with the objectives and eligibility criteria of CDBG-DR and other federal disaster recovery programs.*

*The scale and urgency of the need, stemming directly from the flood-related damage caused by FEMA Disaster DR-4720, made this project a strong fit for dedicated disaster recovery funding. Local and institutional stakeholders agreed that pursuing fragmented or piecemeal funding sources (such as general obligation bonds, local capital budgets, or philanthropic grants) would likely result in project delays, reduced scope, and inconsistent resilience standards.*

*Given these constraints, the project team determined that seeking targeted federal disaster recovery funding would provide the most efficient, equitable, and resilient pathway to restore critical services and protect the community from future events.*

**VCIS Alignment** – *This reflects the reality of communities with limited fiscal capacity, recognized by VCIS as an indicator of **economic distress** and a key justification for targeted investment.*

6. Explain the level of municipal government support.

*Applicant Response:*

*The Town and Village of Johnson have expressed strong support for the proposed Johnson Community Services and Resilience Center. If approved by the respective Town Selectboard and Village Trustees, both municipalities will be providing financial support through long-term lease or purchase agreements for space within the renovated facility. These agreements will directly contribute to the sustainability and shared ownership of the project.*

*This structure ensures that municipal contributions are aligned with operational use, while also relieving both local governments of the cost burden of developing new flood-resilient infrastructure independently. Rather than requiring large up-front cash*

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*contributions, this approach supports long-term investment through stable occupancy and service co-location.*

*While no traditional "cash match" or in-kind construction services are being provided at this time, the lease/purchase agreements represent a meaningful and durable financial commitment, contingent on final approvals by local governing bodies.*

**VCIS Alignment** – *This arrangement reinforces VCIS principles of **shared local commitment**, while acknowledging the community's **limited up-front fiscal capacity**, a common trait in high-need, rural areas.*

**D. How well the project addresses unmet needs of the Disaster Recovery Action Plan**

For specific information about the Disaster Recovery Action Plan refer to the Vermont 2025 HUD Community Development Block Grant Disaster Recovery (CDBG-DR) Action Plan and Program Guide or contact your DR Analyst.

7. Describe how the project addresses the unmet needs identified in the CDBG - Disaster Recovery Action Plan.

*Applicant Response:*

*The Johnson Community Services and Resilience Center directly aligns with and advances the priorities outlined in the CDBG–Disaster Recovery (CDBG-DR) Action Plan by targeting unmet needs across infrastructure, housing, and community resilience, particularly for low- and moderate-income populations affected by the July 2023 flooding (DR-4720).*

**Alignment with CDBG-DR Unmet Needs Priorities**

A. Community Infrastructure and Services – *The project restores and strengthens essential services disrupted or displaced by the disaster, including:*

- *Emergency operations and public safety coordination*
- *Municipal government operations*
- *Health care and social services*
- *Child care and senior support services*

*By co-locating these critical functions in a single, flood-resilient facility, the project meets the CDBG-DR Action Plan's goal of restoring damaged infrastructure and service continuity in disproportionately impacted areas, while reducing vulnerability to future disasters.*

B. Housing Access and Community Stability – *The project provides the civic and utility infrastructure required to enable new housing development and stabilize disaster-displaced households. It does this by:*

- *Locating services outside of flood-prone areas*
- *Extending water/fire infrastructure through the Ring Road loop*

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- *Creating a foundation for future mixed-income housing by restoring confidence in essential services*

*This supports the CDBG-DR housing objective to ensure safe, stable, and resilient environments for vulnerable residents, particularly in rural areas where housing recovery is contingent on the accessibility of local services.*

**C. Mitigation and Resilience Investments – The project integrates FEMA-compliant mitigation strategies, including:**

- *Siting on high ground above the floodplain*
- *Elevated mechanical systems and hardened building envelope*
- *Redundant access and utility connections*
- *Fire suppression improvements and code-compliant life safety features*

*These directly align with the Action Plan’s focus on risk reduction and long-term resilience, helping reduce repetitive loss and ensuring public infrastructure is better prepared for future events.*

**Targeting of LMI Populations and Regional Recovery** – *The project also supports low- and moderate-income (LMI) residents by centralizing services that are vital to daily life and recovery, such as health care, emergency response, and access to government resources. By anchoring these services within walking distance of village housing and improving infrastructure for future residential development, the project advances the Action Plan’s commitment to equitable and inclusive disaster recovery.*

**VCIS Alignment** – *The project addresses multiple community vulnerabilities tracked in the VCIS, including **flood risk, aging infrastructure, LMI service access, and housing stabilization.***

**E. Is the project consistent with the local Municipal Plan?**

8. Please provide a letter from the Municipality that tells us how this project is consistent with the Municipal Plan.

*Applicant Response:*

**[To be completed.]**

**[TBC: The letter should come from a person at the municipality who has a right to act on behalf of the municipality. This could be a municipal official or chair of the planning commission.]**

**F. Is the project consistent with the regional plan?**

9. Upload a certification from the Regional Planning Commission that the project is consistent with the Regional Plan. Provide clarification if needed.

*Applicant Response:*

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**[To be completed.]**

**[TBC: Certification should come from a person at the Regional Planning Commission.]**

10. How does the project relate to the pre-disaster community development needs of the area?

*Applicant Response:*

*Prior to the July 2023 flooding disaster (DR-4720), the Johnson community had already identified critical gaps in infrastructure, service delivery, and facility condition that limited its ability to meet the evolving needs of residents, particularly for low- and moderate-income households, seniors, and young families. The proposed Johnson Community Services and Resilience Center addresses those longstanding community development needs while also incorporating post-disaster recovery and mitigation goals.*

***Pre-Disaster Needs Addressed by the Project***

- A. Fragmented and Aging Civic Infrastructure – Even before the disaster, municipal and community services in Johnson were housed in dispersed, aging, and inefficient buildings, many of which lacked ADA accessibility, modern mechanical systems, or space for multi-use services. These conditions impeded service delivery, limited interagency coordination, and contributed to higher operating costs for both the town and service providers.*
- B. Lack of Resilient Emergency Operations Capacity – The Town’s emergency operations infrastructure was limited, outdated, and located in flood-prone areas. The 2023 flood underscored this vulnerability when the EOC had to be vacated mid-response. However, pre-disaster planning documents and emergency response exercises had already identified the need for relocation and modernization of these facilities – a need that this project directly fulfills.*
- C. Need for Co-located Social and Health Services – There was a persistent shortage of centrally located year-round space for health services, child care, and senior programming. Stakeholders had discussed the need for a shared community center that could reduce transportation barriers and support integrated service delivery, especially in a rural area where access is often a limiting factor.*
- D. Barriers to Housing Development – Limited utility infrastructure, fragmented public services, and lack of civic investment impeded new housing development, particularly infill and affordable units near the village core. Community planning efforts prior to the disaster emphasized the need to address these enabling conditions in order to support long-term housing stability.*

***How the Project Advances These Goals*** – *The proposed project provides a resilient, consolidated, and accessible facility that directly responds to these pre-disaster conditions by:*

- Modernizing and co-locating essential public and social services*

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- Creating shared civic infrastructure on high ground, improving access and reliability
- Extending utilities through the Ring Road loop to support future housing development
- Reducing operating costs for public agencies through energy-efficient, right-sized space
- Improving service equity for vulnerable residents, including LMI households, seniors, and families with young children

*This project brings to life long-recognized and critically important community development priorities that were previously out of financial reach. Through strategic partnerships and targeted disaster recovery investments, these needs are now finally within reach.*

**VCIS Alignment** – *This pre-existing set of vulnerabilities directly corresponds to VCIS indicators such as **infrastructure gaps, public service access issues, and housing development constraints.***

11. If this project is being carried out on behalf of the municipalities within your county or region, the application must include documentation of regional support. Please describe the regional support. If not applicable select N/A.

*Applicant Response:*

**[To be completed.]**

**G. Is the project consistent with the local State Hazard Mitigation Plan?**

12. Please indicate how this project is consistent with the State Hazard Mitigation Plan

*Applicant Response:*

*The Johnson Community Services and Resilience Center is fully consistent with the goals, strategies, and priorities outlined in the Vermont State Hazard Mitigation Plan (SHMP), most recently adopted by the Vermont Emergency Management Division and FEMA.*

*Alignment with Core Goals of the Vermont SHMP*

- A. Reduce the Loss of Life and Property from Natural Hazards – *This project permanently relocates critical community functions—such as the emergency operations center, municipal offices, and essential health and human services—out of the flood hazard area to a hardened, elevated facility. By doing so, it addresses one of the core mitigation goals of the SHMP: to reduce vulnerability to flooding, Vermont’s most frequent and damaging natural hazard.*
- B. Promote Risk-Informed Planning and Development – *The project demonstrates risk-aware planning and adaptive reuse, in alignment with SHMP strategies that call for integrating hazard mitigation into local development and capital planning.*

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*Rather than rebuilding in the floodplain, this project repurposes an existing facility on high ground, reducing long-term exposure and encouraging smart, resilient growth.*

- C. *Enhance the Resilience of Critical Infrastructure* – *The SHMP prioritizes the protection and hardening of critical infrastructure, especially facilities necessary for emergency response and recovery. This project not only reinforces critical facilities, but also includes:*
- A looped water/fire suppression system for redundancy and public safety*
  - Ring Road extension providing alternative access during hazard events*
  - Elevated mechanical systems and code-compliant life-safety upgrades*
  - Utility and broadband upgrades supporting year-round emergency readiness*
- D. *Strengthen Partnerships and Local Mitigation Capacity* – *The project supports collaboration between the Town and Village of Johnson, Vermont State Colleges, and regional service providers, reflecting the SHMP’s goal of improving coordination and leveraging shared resources to enhance local capacity for hazard mitigation and community resilience.*

*Conclusion – By investing in a forward-looking, FEMA-compliant facility that safeguards essential services and supports future housing development, this project directly fulfills both the letter and the spirit of the Vermont State Hazard Mitigation Plan. It reduces repetitive loss, improves life safety, and creates the civic infrastructure foundation for long-term recovery and resilience.*

*For clarity, FEMA-compliant facilities are generally understood to be:*

- Located outside of designated hazard zones (e.g., the 100-year floodplain for non-critical facilities, and the 500-year floodplain for critical facilities).*
- Designed and constructed in accordance with FEMA-approved codes and standards, including ASCE 24, IBC, and the Federal Flood Risk Management Standard (FFRMS).*
- Compliant with FEMA’s Environmental and Historic Preservation (EHP) review process under NEPA and related statutes; and*
- Demonstrably cost-reasonable, ensuring federal funds are used efficiently to promote long-term resilience.*

***VCIS Alignment*** – *The proposal’s consistency with SHMP reinforces its alignment with VCIS scoring factors around **hazard risk, infrastructure resilience, and multi-sector coordination.***

13. Is the project on the Vermont Emergency Management priority list?

*Applicant Response:*

*As of this application, the Johnson Community Services and Resilience Center is not formally listed on the current Vermont Emergency Management (VEM) statewide project priority list. However, the project is fully aligned with VEM’s stated mitigation*

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*priorities and complements objectives outlined in the State Hazard Mitigation Plan (SHMP).*

*Local emergency management officials and town leaders have endorsed the project concept, and the facility is being designed to serve as a permanent, FEMA-compliant Emergency Operations Center (EOC) for the Town and Village of Johnson—one of the core criteria for prioritization in future hazard mitigation funding cycles.*

*Should this project receive funding, the applicant intends to coordinate with VEM to ensure the facility is recognized in future updates to the statewide priority list and local hazard mitigation plans.*

**VCIS Alignment** – *The project’s alignment with state-level mitigation priorities enhances its standing under VCIS criteria related to **institutional planning and disaster readiness**.*

### H. Degree of health/safety risks to beneficiaries

14. If applicable, describe how this project, if it were to be implemented, would directly address a health or safety issue for the intended beneficiaries. If not applicable select N/A.

*Applicant Response:*

*The Johnson Community Services and Resilience Center directly addresses multiple health and safety issues that were exposed and exacerbated by the July 2023 flooding disaster (DR-4720), particularly for low- and moderate-income residents, seniors, and vulnerable families.*

**Emergency Response and Life Safety** – *The project provides a permanent, FEMA-compliant Emergency Operations Center (EOC) for the town and village. During DR-4720, the existing EOC had to be abandoned mid-response due to rising floodwaters, placing both emergency personnel and the public at risk. The proposed EOC location is elevated above the floodplain and will include redundant utility service, broadband access, backup power, and fire suppression, ensuring life-saving coordination and communications continue uninterrupted during future disasters.*

**Access to Health and Human Services** – *By housing health services, senior programming, and child care in one centralized and resilient facility, the project expands access to preventative care, emergency medical services, and safe spaces for at-risk populations. Many of these services remain limited in capacity and are delivered through fragmented or inaccessible locations, some of which were damaged during the 2023 flood, further constraining their effectiveness when most needed.*

*Co-location in a code-compliant, ADA-accessible building ensures that residents with mobility impairments and other health conditions can safely access care before, during, and after emergencies.*

**Structural and Environmental Safety** – *The facility will feature elevated mechanicals, hardened and safe construction materials, and modern life-safety systems, including*

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*sprinklers, security systems and egress improvements—all of which reduce risks associated with flooding, fire, and environmental contamination.*

*In addition, the looped water/fire protection system and Ring Road extension provide enhanced emergency access and fire suppression coverage not only for the center itself, but also for adjacent development parcels—improving safety community-wide.*

**VCIS Alignment** – *The project provides critical protections and health-related infrastructure prioritized by VCIS in communities with **high vulnerability, public health risk, and limited access to emergency services.***

### I. Timing Pressures

15. Please describe, if applicable, any issues that make funding of this project time sensitive. If not applicable select N/A.

*Applicant Response:*

*The Johnson Community Services and Resilience Center is critically important and time sensitive for multiple reasons, all of which directly affect the community's ability to recover from the July 2023 flood disaster (DR-4720) and to prepare for future hazard events.*

- A. *Risk of Further Service Disruption* – *Key municipal and emergency functions in Johnson remain housed in flood-prone or damaged facilities, which were severely impacted during DR-4720. Without timely funding, critical services, including the emergency operations center (EOC), town offices, and health services, will remain vulnerable to future disruption or loss during the next flood or weather event.*

*The July 2024 flood caused significant damage in neighboring Washington and Caledonia Counties, and the July 2025 flood brought localized impacts to Caledonia County. Johnson was spared in both cases, but these back-to-back events highlight the increasing frequency of major storms.*

*Relocating these services to a resilient facility is urgent. The sooner they are moved, the sooner the community will regain reliable access to critical infrastructure and be protected from future disruptions for years to come.*

- B. *Opportunity to Leverage Public and Institutional Support* – *The project is currently supported by the Vermont State Colleges, which has committed to making Martinetti Hall available as part of a broader strategy to revitalize the campus and reduce long-term operating costs. Delay could jeopardize this alignment, especially as the institution advances its own capital planning and asset divestment timelines.*

- C. *Time-Sensitive Infrastructure Dependencies* – *The proposed Ring Road extension and water/fire loop must be coordinated with other seasonal or grant-funded construction activities. Missing the 2026 construction window may result in escalated costs due to inflation, contractor availability, or phased mobilization.*

- D. *Lease and Tenant Transitions* – *Several partner agencies including town and village offices and health providers face lease expirations or untenable existing*

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*conditions. Timely funding allows for coordinated fit-up and phased relocation, avoiding costly interim leasing or temporary relocation measures.*

*E. Housing Recovery Connection – Future housing development on adjacent parcels at the Vermont State University Johnson Campus is contingent on access to stable, reliable infrastructure and services. Delay in this project may postpone associated housing interest and investments, slowing disaster recovery, economic revitalization, and housing affordability efforts.*

*In summary, delayed funding may not only increase cost and complexity but also prolong community risk exposure and stall both recovery and resilience-building efforts. Securing funding now ensures timely implementation, cost-effective construction, and uninterrupted access to essential services.*

***VCIS Alignment** – The urgency reflects real-world constraints common to VCIS-priority communities—especially those balancing **infrastructure failure, limited staffing capacity, and interdependent recovery timelines.***

**SECTION II – PROJECT IMPACT (40 Points)**

**A. Project Outcomes**

16. These numbers will automatically populate from the data entered in the National and State Objectives section. Please be sure to save the Project Impact page after you save the National and State Objectives page to ensure that the correct numbers are reflected.

- Number of beneficiaries less than 30% of median income
- Number of beneficiaries between 30% and 50% of median income
- Number of beneficiaries between 50% and 80% of median income

Sub-total of LMI beneficiaries

Number of beneficiaries over 80% of median income

Total Beneficiaries

*Applicant Response:*

**[To be completed.]**

**[NOTE: If your project is funded there will be additional outcome information required.]**

**[You may need potential beneficiaries to complete an income survey for this application in order to determine income status. See the CDBG-DR Resources page of the Departments website for links to the most current HUD Income Guidelines and HUD Income Survey Forms for your community income limits and then select the appropriate CDBG-DR Income Survey form based on your project type housing, economic development, public facility, or public service.]**

17. Explain how benefit numbers were determined /projected? (Must be filled out if LMI was selected as a National Objective)

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*Applicant Response:*

**[To be completed.]**

**[You must clearly indicate the method that was used to determine benefit numbers. We want to see reasonable and achievable projections for the number of people that will benefit from your project.]**

**B. Urgent Need Only**

18. What are the planned outcomes and benefit of the urgent need project?

*Applicant Response:*

**[To be completed.]**

19. Explain why urgent need is the only national objective the project can meet.

*Applicant Response:*

**[To be completed.]**

20. How have you determined that low- and moderate-income people will not benefit from this project?

*Applicant Response:*

**[To be completed.]**

**C. The longevity of the benefit**

21. Describe how long the project and benefit can be sustained and provide the basis for this determination.

*Applicant Response:*

*The **Johnson Community Services and Resilience Center** will be a **permanent civic investment** with a projected service life of **50+ years**, due to its structural durability, resilient location, and operational sustainability. The project will deliver long-lasting community benefit through its high-quality construction, flexible multi-purpose functionality, and strong institutional partnerships. In short, this project is designed to evolve with the community, adapting to changing needs and uses over time.*

***Basis for Longevity***

***A. Durable and Adaptable Facility Design***

- The reuse of Martinetti Hall, a structurally sound institutional building, ensures a solid foundation and shell that will accommodate future upgrades and reconfiguration with minimal cost.*

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### B. Strategic Location and Hazard Avoidance

- The center is located outside of known flood hazard zones, dramatically reducing the risk of repetitive loss and damage from climate-related events.
- The site's topography, access, and utility connections have been evaluated to ensure reliable operations over time.

### C. Shared Use and Operating Efficiencies

- By co-locating services (e.g., municipal offices, emergency operations, health, senior, and child care programs), the building will achieve year-round utilization and benefit from shared overhead and maintenance expenses.
- Lease and occupancy commitments from the Town, Village, and other service providers provide a predictable revenue stream to support ongoing building operations and maintenance.

### D. Institutional Stewardship and Maintenance

- For the initial operating timeline, the building will remain under the stewardship of the Vermont State Colleges System, which has identified this project as part of its broader revitalization strategy. This ensures continued investment and alignment with campus and community needs.
- Leases and governing documents will be structured to allow for a future transfer of ownership to the Town and Village. This ensures that local governments have the opportunity to assume full ownership of the facility when appropriate, securing permanent control over critical civic infrastructure and supporting long-term public stewardship.

**VCIS Alignment** – This long-term resilience and service delivery model directly supports Vermont Community Index Score (VCIS) indicators tied to **infrastructure sustainability, institutional capacity, and equity of service delivery**, especially for low- and moderate-income residents in rural areas.

The proposed ownership structure reflects strong alignment with VCIS values around **local capacity building, institutional sustainability, and community self-determination**, particularly for rural municipalities with limited ability to develop new infrastructure independently.

The project's permanence and co-benefits make it a strong candidate for priority investment.

22. Please provide the plan to establish capital and operating reserves, and also address the ability to meet all loan payments. If there is no need to have a capital or operating reserve, please explain. If there will be no loans, please note this.

*Applicant Response:*

**[To be completed.]**

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**D. Level of beneficiary involvement in the development of the project (as appropriate)**

23. Describe how persons of low- and moderate- income were involved in the development of this project. How have they shown support?

*[To be completed. Note Reimagine Johnson, LCPC Planning Survey, List of engagements with local businesses – Johnson Woolen Mills, Vermont Studio Center, and others]*

*[Describe any planning meetings, resident meetings, or surveys that have been done. Describe what methods of communication were used to communicate the goals of the project and how you collected input from persons of low and moderate incomes.]*

**E. How well the project indirectly impacts the community and/or additional LMI people.**

24. Describe the indirect impact to the community and other LMI beneficiaries that may be indirectly served by the project.

*Applicant Response:*

*The Johnson Community Services and Resilience Center will create a ripple effect that extends well beyond the building's walls and the Vermont State University Campus, particularly for low- to moderate-income (LMI) residents across Johnson and the surrounding region who have been disproportionately impacted by flooding and fragmented access to municipal and community services:*

*A. Catalyzing Future Affordable Housing Development*

- By providing dependable infrastructure, like redundant road access, robust water/fire protection, broadband, and a centralized civic hub, this project enables future affordable housing developments.*
- Developers of LMI or supportive housing will benefit from minimized upfront infrastructure costs and access to essential services within walking distance, making shared or priced-sensitive housing more feasible and attractive.*

*B. Enhanced Access to Vital Services*

- Centralizing services such as health care, emergency response, child care, and senior programming ensures LMI and underserved residents can efficiently access critical resources in a single, resilient location.*
- In addition, existing regional transit infrastructure—such as RCT's commuter services (e.g., the Route 100 and US 2 Commuter lines)—provides vital links to nearby employment, health care, and transit hubs, enabling broader access and mobility for residents without personal vehicles.*

*C. Economic Stability and Job Retention*

- Co-locating municipal, emergency, and social service functions generates stable employment opportunities for both skilled and unskilled labor,*

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*particularly for LMI workers in public service, health care support, maintenance, custodial, and administrative roles.*

- *The project also anchors community activity around the campus, supporting the sustainability of local businesses that employ or are operated by LMI workers and entrepreneurs.*

### D. Strengthening Disaster Recovery and Resilience

- *By ensuring that the Emergency Operations Center (EOC), health services, and other critical infrastructure remain functional during emergencies, the project reduces disruptions in aid and stabilization services for households recovering from disasters.*
- *This benefits low-income families disproportionately affected by post-disaster instability, helping them avoid long-term displacement or loss of access to services.*

### E. Promoting Long-Term Cost Savings

- *Shared, energy-efficient space and combined maintenance costs reduce overhead for municipal and service providers.*
- *The resulting savings can be reinvested in LMI programming, senior support, and community-driven initiatives reinforcing the project's broader service capacity over time. This flexible investment strategy allows Johnson to address evolving community priorities and expand support for vulnerable populations.*

**VCIS Alignment** – *This project reinforces multiple VCIS indicators such as **housing readiness, service accessibility, economic opportunity, and disaster resilience.** Its indirect benefits amplify community-wide impact, particularly for LMI residents in rural and flood-prone areas, making it a strong candidate for priority funding.*

25. Describe the organization's plans and tools to achieve the State's goal of making available at least 15% of the units in your portfolio to those who are homeless.

*Applicant Response:*

### **Homelessness Set-Aside Policy Statement (Non-Housing Infrastructure Project)**

*While the proposed **Johnson Community Services and Resilience Center** does not directly create new housing units at this time, it plays a **critical enabling role in future housing development.** By consolidating essential infrastructure and reducing operating costs, the project lays a critical foundation for affordable and supportive housing, especially for low- and moderate-income households, older adults, and individuals experiencing homelessness.*

**Supporting Vermont's 15% Homeless Set-Aside Goal** – *The project contributes to the State's goal of reserving 15% of units for people experiencing homelessness through:*

- *Infrastructure Readiness:* *By extending utilities (including water/fire protection, broadband, and road access) and providing a centralized civic and service hub,*

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*the project directly supports **site readiness for future affordable and mixed-income housing**. This includes areas on or adjacent to the Vermont State University campus where land and infrastructure are currently available but underutilized.*

- *Service Co-Location: The co-location of **health services, child care, senior services, and emergency operations** will ensure that any nearby housing, especially supportive or transitional housing, has reliable access to critical services needed for stability and long-term tenancy success.*
- *Planning Integration: Future housing projects supported by this civic investment can incorporate the State's homelessness set-aside requirement as part of their funding applications, using this project's infrastructure as a **qualifying element** under federal and state scoring systems.*
- *Municipal Coordination: The Town and Village of Johnson are engaged in long-term planning that includes much needed housing development as a strategic priority. This facility provides the operational and institutional base needed to **administer and support housing with homeless set-aside requirements**, including case management, community policing, or public health coordination.*

***VCIS Alignment** – The project strengthens several VCIS indicators—including **housing readiness, service accessibility, and infrastructure vulnerability**, positioning the community to not only meet but exceed the State's housing and homelessness objectives through future development.*

### SECTION III – PROJECT FEASIBILITY (40 Points)

#### A. Readiness to start within three months of the award.

26. Are there any deed restrictions on the use of the property or impediments to clear title?

*Applicant Response:*

***Deed Restrictions and Title Status** – There are no deed restrictions or encumbrances affecting the use of Martinetti Hall. The property is owned outright by the Vermont State Colleges (VSC), ensuring clear title and full flexibility for project development.*

***Operational Readiness** – With VSC already controlling the property and the building shell is in good condition, the project is positioned for immediate action. Key infrastructure, such as water and wastewater systems, is already in place and has sufficient capacity. With funding secured, procurement for design, permitting, and site mobilization can begin without delay, meeting the three-month readiness requirement.*

***VCIS Alignment** – The rapid readiness of the project reflects strong alignment with Vermont Community Index Score indicators—particularly among **infrastructure resilience, institutional capacity, and economic distress**. Quick project implementation ensures that communities identified as high-need in the VCIS framework can benefit immediately from enhanced service access and hazard mitigation infrastructure.*

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27. If the project depends upon easements or rights-of-ways, please submit documentation that these have been secured or will be secured within six months. If not applicable select N/A.

*Applicant Response:*

*The project's implementation will require the establishment of easements, use and maintenance agreements, landlord-tenant provisions, and other necessary access rights. These agreements are anticipated and will be negotiated in coordination with the Vermont State Colleges, the Town and Village, and any tenants within six-months of an award. As this project does not require complex property acquisition but does depend on shared infrastructure such as water/fire service loops and campus access, a collaborative governance structure is already in motion to ensure mutual accountability. Lease and governing documents will be drafted to formalize these easements and provide for long-term public ownership or control where appropriate.*

**VCIS Alignment** – *This proactive approach supports the VCIS criteria related to **Governance & Local Capacity, Public Safety Infrastructure, and Community Resilience**, by ensuring legal and operational clarity around shared-use facilities critical to disaster recovery and community well-being.*

28. If control of the site involves voter approval, please explain how and when you expect to obtain that approval? If not applicable, select N/A.

*Applicant Response:*

*N/A.*

29. Please identify the federal, state and local land use permits which will be required for your project and when you expect such permits to be issued. Please use the Agency of Natural Resources Permit Navigator tool to help you determine what permits you may need for a project. If not applicable, select N/A.

*Applicant Response:*

**[To be completed.]**

30. Please identify the status of commitments from each of the other funding sources; please explain when commitments are expected from each funding source. If not applicable, select N/A.

*Applicant Response:*

**[To be completed.]**

**B. Benefit/Timeframe Feasibility**

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31. If there is need for a marketing plan to advise potential users of the services that would be provided through the grant, provide a summary and attach a copy of this plan. If not applicable, select N/A.

*Applicant Response:*

**[To be completed.]**

**[This should include how you market units that are designed for wheelchair users or units that are designated as sensory accessible.]**

- 32a. Provide a project timeline. Include dates for the Environmental Release, permits in hand, 100% funding commitments, design completion, construction completion, etc. as well as for procurement steps including hiring, execution of contracts, achieving Benefit, and any other key dates for actions to carry out this project.

*Applicant Response:*

**[To be completed.]**

- 32b. How was this timeline determined?

*Applicant Response:*

**[To be completed.]**

33. What experience have the project developers had that is similar to this project?

*Applicant Response:*

**[To be completed.]**

34. If the applicant community/organization has an open CDBG-DR grant, please explain its capacity to administer an additional CDBG-DR grant and describe the timeline to complete the open grant?

*Applicant Response:*

*The applicant currently does not have any open CDBG-DR grants. As a result, there are no administrative burdens, overlapping timelines, or coordination conflicts that might otherwise complicate the administration of a new grant. The organization is well-prepared to accept a new award with the necessary capacity, internal processes, strong municipal alignment, and a qualified project team in place to meet all reporting, compliance, and execution requirements in accordance with HUD and State guidelines.*

**VCIS Alignment** – *This clear administrative capacity and focused implementation readiness directly support VCIS priorities of **effective project delivery, fiscal responsibility, and organizational readiness.** The absence of overlapping CDBG-*

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*DR grants reduces administrative strain and enhances the applicant's ability to manage this project efficiently and equitably.*

### C. Cost estimates are reasonably supported

35. Attach the following financial documents:
- Financial Statements (balance sheet and operating income and expenses) for most recent 3 years. If audits exist, submit them. If no audits, submit federal tax returns.
  - Operating pro forma projected at least five years beyond the grant completion date. For housing projects with debt as part of financing package be sure the pro forma is projected for at least the term of the loan(s).
  - Submit supporting documentation and/or assumptions to support the costs shown on the Application Budget Forms. If supporting documentation was uploaded to the budget forms, select N/A.
  - Submit supporting documentation and assumptions to support the operating pro-forma.

*Applicant Response:*

**[To be completed.]**

36. Despite best efforts and built-in contingencies, cost overruns sometimes occur. Please explain how cost overruns will be covered.

*Applicant Response:*

*The project budget includes conservative cost assumptions, contingency allowances, and escalation factors to reduce the likelihood of cost overruns. In the event that costs exceed available funds, the project team will deploy a tiered strategy that includes:*

- Value Engineering – Non-essential or deferrable scope elements will be reviewed for possible deferral or redesign to control costs while maintaining core project integrity and compliance with program goals.*
- Internal Contingency Funds – A contingency reserve has been built into the project's capital stack specifically to address unforeseen conditions or pricing fluctuations.*
- Traditional Loan or Bond Funding – The project team may explore financing options through tax-exempt municipal bonds, community development loan programs, or other low-interest instruments typically available to public or quasi-public entities for infrastructure investment. These tools can provide interim or gap financing to maintain momentum while longer-term funding is secured.*
- Private and Philanthropic Gap Funding – The project's development team has identified private and philanthropic partners that can be approached if a defined funding gap emerges, particularly if it threatens schedule or core impact.*

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- E. Reallocation of Scope Between Phases – If multiple implementation phases are involved, costs may be spread across phases in consultation with funding authorities, without diminishing critical infrastructure benefits in the initial buildout.
- F. Leverage of Municipal Partnership – As the Town and Village will be party to lease or purchase agreements, the possibility of modest short-term financial participation through these instruments may be explored if needed, contingent on public approval.

**VCIS Alignment** – This multi-pronged fiscal approach aligns with VCIS principles by demonstrating **financial stewardship, risk mitigation, and strong partnership planning**, ensuring resilient delivery of critical community infrastructure with long-term sustainability.

**[To be completed.]**

**[It is not enough to say that the estimates for your project are firm. Please discuss your capacity for gap financing or the availability of operating reserves.]**

### D. Sustainability/Energy Efficiency

37. What sustainable practices and energy efficiency measures are being incorporated in your project? Will these measures result in the project achieving any green building designations or energy efficiency certifications (such as LEED or Green Communities Standards)?

*Applicant Response:*

*The project will incorporate a sustainable design strategies and energy-efficient systems aligned with best practices for resilient community facilities. Where financially feasible, measures may include high-efficiency HVAC systems, energy recovery ventilation, high-performance insulation and windows, LED lighting, and low-flow plumbing fixtures. The project team will also evaluate the use of environmentally preferable materials and construction waste reduction strategies.*

*Roof-mounted solar photovoltaic is planned for inclusion, which will offset a portion of the building's electrical demand and reduce greenhouse gas emissions. The array will be sized based on available roof area, anticipated building load, and utility interconnection requirements. Depending on procurement strategy and energy cost savings, it may also serve as an educational component and community resiliency asset.*

*While the project must be delivered on a first-cost basis, a comprehensive list of sustainable upgrades will be developed during design. These measures will be prioritized for inclusion based on their payback period, operational savings, and alignment with stakeholder values. If sufficient funding and technical feasibility align, the project may pursue a recognized energy efficiency designation—such as LEED Certification, ENERGY STAR, or a local Green Communities standard—but this determination will be made during the design development phase based on cost-benefit analysis.*

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*VCIS Alignment – This approach aligns with the VCIS focus on **resilient infrastructure and healthy environments**, ensuring investments reduce operating costs, mitigate climate risks, and promote long-term community sustainability.*

38. If your project involves site acquisition, include all appraisals completed within the last six months that pertain to the property.

*Applicant Response:*

**[To be completed.]**