Tolland

Tolland is a rural community located in the eastern portion the Capitol Region. The town has a land area of 39.7 square miles and an estimated population of 15,100. Tolland’s elevation ranges from about 500 to over 1,000 feet above sea level. Its land area contributes primarily to the Willimantic River Watershed to the east, but also to the Hockanum River Watershed to the west. The Willimantic River forms the eastern boundary of Tolland, and numerous smaller watercourses flow through town, including Browns, Chapin Meadow, Charter, Clark, Clough, Green, Grover, Labonte, Polk, Spice, Sucker, and West Brooks, as well as the Skungamaug River. Interstate 84 travels east-west through Tolland. Other main state highways include routes 30, 74 and 195. Principal industry in Tolland includes manufacturing and professional services.

Challenges

There are several areas of concern in Tolland relating to natural hazards. First, problem flooding areas include several lower areas of Tolland. Over the road flooding occurs on the East end of Torry Road, Weigold Road, Gehring Road, the west end of Old Post Road, the north end of South River Road, the west end of Slater Road, and some sections of Tolland’s Industrial park. Also, Del-Aire Campground is a private campground on the north end of Shenipsit Lake Road that is also a concern for flooding. Tolland has several areas of unimproved roads with varying elevations that often become washed out and need repairs during large storm surges. The Willimantic River has been known to flood over its banks during storm surges. The flooding that occurred in 2005 nearly washed out the Route 74 bridge at South River Road. State DOT and DEEP have been working on a plan to replace that bridge. Also, Gages Brook and portions of the Industrial Park are in the 100 year flood zone raising water quality concerns.

The National Flood Insurance Program has paid 10 property damage claims in Tolland totaling $9,289.54 to-date; none have been Repetitive Loss Property claims. A significant flood event could result in much damage. CRCOG used FEMA’s Hazus-MH model to analyze the risks that the community might face from a major flood. The model estimates that economic losses to the town including residential and commercial damage and business interruptions due to a flood having a 1% chance of occurring any given year (the 100-year flood) would be over $13 million. The impacts of such a flood are summarized below:

<table>
<thead>
<tr>
<th>Estimated Damages from 100-Year Flood</th>
<th>Households Displaced</th>
<th>135</th>
</tr>
</thead>
<tbody>
<tr>
<td>People Needing Shelter</td>
<td></td>
<td>160</td>
</tr>
<tr>
<td>Buildings at Least Moderately Damaged</td>
<td></td>
<td>11</td>
</tr>
<tr>
<td>Total Estimated Economic Losses</td>
<td></td>
<td>$13,400,000</td>
</tr>
<tr>
<td>Total Residential Building &amp; Content Losses</td>
<td></td>
<td>$8,930,000</td>
</tr>
<tr>
<td>Total Commercial, Industrial &amp; Other Building &amp; Content Losses</td>
<td></td>
<td>$4,350,000</td>
</tr>
<tr>
<td>Total Business Interruption Losses</td>
<td></td>
<td>$120,000</td>
</tr>
</tbody>
</table>

CRCOG also used FEMA’s Hazus-MH model to analyze the risks that the Town of Tolland might face from a hurricane as powerful as the 1938 hurricane. The model estimates that economic losses to the town including residential and commercial damage and business interruptions due to such a Category 3 hurricane would be over $55 million. The impacts of such a storm are summarized below:
Estimated Damages from a 1938 Strength Hurricane

<table>
<thead>
<tr>
<th></th>
<th>Households Displaced</th>
<th>People Needing Shelter</th>
<th>Buildings at Least Moderately Damaged</th>
<th>Buildings Completely Damaged</th>
<th>Total Estimated Economic Losses</th>
<th>Total Residential Building Losses</th>
<th>Total Commercial, Industrial &amp; Other Building Losses</th>
<th>Total Business Interruption Losses</th>
<th>Total Debris Generated</th>
<th>Truckloads (at 25 tons/truck) of building debris</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>none</td>
<td>none</td>
<td>402</td>
<td>20</td>
<td>$55,600,000</td>
<td>$45,440,000</td>
<td>$5,240,000</td>
<td>$4,910,000</td>
<td>69,111 tons</td>
<td>170</td>
</tr>
</tbody>
</table>

According to information from the Connecticut Department of Emergency Management and Homeland Security, the three federally declared natural disasters of 2011 resulted in total expenses to the municipality and other local agencies of over $1 million. These expenses include debris and snow removal, emergency protective measures and repairs to damaged infrastructure and buildings but do not include damages experienced by private citizens and businesses.

2011 Disasters Damage Amounts Eligible for 75% Reimbursement Under FEMA Public Assistance Program

<table>
<thead>
<tr>
<th>Applicant</th>
<th>100% of Amount Eligible for 75% Reimbursement</th>
<th>Total Damages Eligible for Public Assistance Due to 2011 Disasters</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Tolland</td>
<td>$93,126.72</td>
<td>$138,848.56</td>
</tr>
<tr>
<td>Tolland Other</td>
<td>$29,789.98</td>
<td>$29,789.98</td>
</tr>
<tr>
<td>Tolland Total</td>
<td>$93,126.72</td>
<td>$138,848.56</td>
</tr>
</tbody>
</table>

Tolland has a large amount of open space and brush fires are a concern. Other areas of concern are the elderly population in Town. There is one nursing home, two multi-family elderly housing complexes in Town, and one aged restricted development. Old Post Village and Winding River are the two elderly units; Old Post Village does not have generator power, while Winding River does have generator power. There are also three group homes located in Tolland. During any type of natural hazard, the Town may use three shelters for residents: the Tolland Senior Center for the elderly and the Tolland High School and Birch Grove for the general population. Tolland’s Emergency Operations Center is located at the Tolland Fire Training Center. To reduce its vulnerability to natural hazards, the Town has not permitted any new construction in hazard prone areas since the adoption of the 2008 Plan.

Goals, Objectives and Strategies

**GOAL: IDENTIFY AREAS AND MEASURES THAT WOULD BENEFIT FROM HAZARD MITIGATION PLANNING (WIND)**

**Objective 1:**
Reduce conflicts between existing and utility wires and trees.
Strategic Action:

1.1 Maintain agreements with private contractors for emergency tree service work.
  
  Lead: Public Works, Administration
  
  Priority: Medium
  
  Status: A contractor contact list has been established. The list will be maintained and periodically updated.
  
  Potential Funding Source: General Fund
  

Update: In the 2008 Plan, the Town proposed to increase funding for preventive tree maintenance as well as maintain agreements with private contractors for emergency tree service work. Over the past several years, the Town increased its capital budget for tree trimming. Current budget is $168,830. An RFP for tree trimming was scheduled for release in July 2013.

Objective 2:
Provide back-up power for all critical facilities/infrastructure.

Strategic Action:

2.1 Secure funding for generator acquisition.
  
  Lead: Emergency Management, Police, Fire
  
  Priority: Medium
  
  Status: In FY2013, the Town installed a generator at the Hicks Municipal Building and ordered new back-up generators for four other facilities (Stations 440, 340, 240 and Fire Training Center). Funding for generators at additional facilities will be investigated. Availability of funding will be reassessed annually.
  
  Potential Funding Source: bonding, grants
  
  Timeframe: 2015-2019

Objective 3:
Ensure safe and adequate means for traveling throughout town.

Strategic Actions:

3.1 Purchase additional signs, barricades and related supplies for road closures and alternate-route marking.
  
  Lead: Fire, Emergency Management, Public Works
  
  Priority: Medium
  
  Status: Will be purchased annually through operating budgets starting in FY2013-14.
  
  Potential Funding Source: grants, general funds
  
  Timeframe: 2014-2019

3.2 Continue good communications with public safety officials in adjacent communities.
  
  Lead: Emergency Management, Police
Priority: Medium
Status: The Town has established mutual aid agreements with surrounding communities and will continue to maintain the good working relationships that have been established.
Potential Funding Source: General Fund
Timeframe: 2014-2019

GOAL: IDENTIFY AREAS AND MEASURES THAT WOULD BENEFIT FROM HAZARD MITIGATION PLANNING (FLOOD)

Objective 1:
Improve reliability of access to Fire Station 340.

Strategic Actions:

1.1 Analyze and make recommendations to improve Gehring Road crossing of Spice Brook.
Lead: Engineering, Public Works
Priority: Medium
Status: In FY 2012, the Town Engineering department provided technical design for the replacement of the Gehring Road culvert.

1.2 Implement recommendations of above study.
Lead: Engineering, Public Works, Administration
Priority: Medium
Status: In FY 2012, the Town replaced the Gehring Road culvert and in FY 2013, maintenance work was performed on detention basin near the Gehring Road Firehouse.

Objective 2:
Improve drainage in Industrial Park.

Strategic Actions:

2.1 Analyze and make recommendations to improve natural and artificial drainage in Industrial Park and Gages Brook.
Lead: Engineering, Public Works, Administration
Priority: Medium
Status: Initiating work with property owners in the Industrial park to improve the treatment of stormwater runoff was identified as an objective in future budgets.
Potential Funding Source: General funds
Timeframe: 2014-2019
2.2 Implement recommendations of above study. Because this is expected to be a long term, multi-year project, for the 2014-2019 Plan period, the action to be taken is to develop a scope of work for the recommended improvements.

Lead: Engineering, Public Works, Administration
Priority: Medium
Status: Deferred until completion of study.
Potential Funding Source: Grants, General Fund, Capital Budget
Timeframe: 2018-2019

Objective 3:
Ensure safety of Depot/South River Road Bridge over the Willimantic River.

Strategic Actions:

3.1 Monitor CT DOT studies of Willimantic River.
Lead: Engineering, Public Works
Priority: High
Status: State of CT report was completed in June 2013 listing what needs to be done to bridge. Monitoring will continue.
Potential Funding Source: General Fund
Timeframe: 2014-2019

3.2 Inspect and evaluate the center pier and make recommendations for its improvement and/or maintenance.
Lead: Engineering, Public Works, Administration
Priority: High
Status: Review will occur in FY2013-14.
Potential Funding Source: Grants
Timeframe: 2014-2019

3.3 Implement recommendations of above analysis. Because this is expected to be a long term, multi-year project, for the 2014-2019 Plan period, the action to be taken is to develop a scope of work for the recommended improvements.
Lead: Engineering, Public Works, Administration
Priority: Medium
Status: To be defined based on study.
Potential Funding Source: Grants, General Fund, Capital Budget
Timeframe: 2018-2019

Objective 4:
Prevent increased flooding as a result of future development.
Strategic Actions:

4.1 Implement Low Impact Development regulations.
   Lead: Planning & Zoning
   Priority: High
   Status: In 2011, an LID Design Manual was developed and the zoning regulations were amended to incorporate LID. Implementation will continue primarily through the development review process and enforcement will be undertaken during construction and other inspections.
   Potential Funding Source: General Fund
   Timeframe: 2014-2019

4.2 Educate commissioners, developers and the community on Low Impact Development.
   Lead: Planning & Zoning
   Priority: Medium
   Status: During the process of developing the LID Manual and LID zoning regulation amendments, several public presentations were made to explain LID concepts and the need for LID to reduce stormwater impacts. As development applications are proposed, staff will continue to educate developers, commissioners and the public on the role of and need for LID. Efforts will continue as a part of the development review process.
   Potential Funding Source: General Fund
   Timeframe: 2014-2019

4.3 Continue erosion and sedimentation control enforcement.
   Lead: Engineering
   Priority: Medium
   Status: Inspections are routinely conducted as developments are constructed. This is an established practice which will continue throughout the 2014-2019 planning period.
   Potential Funding Source: General Fund
   Timeframe: 2014-2019

Objective 5:
Ensure protection of private property.

Strategic Actions:

5.1 Raise awareness in the community of the National Flood Insurance Program.
   Lead: Emergency Management, Planning
   Priority: Medium
   Status: The Town has a link on its website to floodsmart.gov. Outreach efforts will continue.
   Potential Funding Source: General Fund
   Timeframe: 2014-2019: annual updates and outreach are anticipated.
5.2 Identify private bridges that may need repair, and reach out to owners to determine best means of evaluating and implementing necessary upgrades. Because this is expected to be a long-term, multi-year project, for the 2014-2019 Plan period, the action to be taken is to develop a scope of work for the project. 
Lead: Engineering, Public Works, Administration
Priority: Medium
Status: A formal study has not yet been initiated. No significant progress has been made on this effort due to staff workloads however; this effort remains important to the Town and will be included in this update.
Potential Funding Sources: Town (for outreach to property owners), private resources (for bridge improvements)

Update: In the 2008 Plan, the Town also proposed to investigate participation in the Community Rating System program and to investigate purchase of the campground located on Shenipsit Lake Road. These projects were not proposed to be undertaken in the upcoming plan period. Because of the limited amount of flood losses locally ($9,289 in flood claims have been filed since the program’s inception), pursuit of participation in the CRS was not considered of significant value to the community during the 2014 – 2019 planning period. Purchase of the campground was not considered a viable project for the Town over the upcoming planning period.

**GOAL: REDUCE IDENTIFY AREAS AND MEASURES THAT WOULD BENEFIT FROM HAZARD MITIGATION PLANNING (STORMS)**

**Objective 1:**
Develop network/measures to evacuate citizens to shelters

**Strategic Actions:**

1.1 Develop and maintain list of special needs populations
Lead: Emergency Management
Priority: High
Status: A list has been developed and includes the Del-Air campground where evacuations may be necessary at times of flooding. Addition and updates to the list will be maintained by the Fire Department.
Potential Funding Source: General Fund
1.2 Use town website to communicate emergency planning information to residents.

Lead: Emergency Management
Priority: Medium
Status: The Town posts emergency planning information on its website and has added a link to the Get Ready Capitol Region website to its home page. Periodic updates will continue. Periodic updates are made including press releases related to specific storm events. Postings will continue throughout the 2014-2019 planning period.

Potential Funding Source: General Fund

Timeframe: 2014-2019

**GOAL: IDENTIFY AREAS AND MEASURES THAT WOULD BENEFIT FROM HAZARD MITIGATION PLANNING (FOREST FIRES)**

**Objective 1:**
Reduce potential losses as a result of fires.

**Strategic Actions:**

1.1 Develop a system for servicing/dredging fire ponds and dry hydrants periodically.

Lead: Public Works, Fire
Priority: Medium
Status: Deferred: No significant progress has been made on developing a maintenance system; however, the Public Works Department periodically services dry hydrants when requested by the Fire Department.

Potential Funding Source: Grants

Timeframe: 2014-2019
Map 59: Tolland Flood Plains, Repetitive Loss Areas, Dams and Important Facilities