VLCT BOARD OF DIRECTORS PROFILE
SANFORD MILLER, MANAGER, TOWN OF MILTON

Career paths are always interesting to examine, and Sandy Miller's is no exception. He would argue that his current position as Milton Town Manager had its origins in his New York City childhood.

Say what? The Bronx leading to the relatively rural Town of Milton?

Miller explains it this way: it was as a child growing up in the Bronx that he was first introduced to the idea of public service. He was, in fact, surrounded by it. His father and brother were police officers and his uncles served as firefighters and city auditors. The direct contact that his family members had with the citizens they served made a big impression on Miller. "My father's precinct had two hundred officers, but he interacted with people every day in the same way that our officers [in Milton] do today," he commented. "It was this direct contact with citizens that interested me."

His childhood exposure to local government service eventually led Miller to the State University of New York, Stony Brook, Municipal Customer Service. . . 2
Legal and Regulatory Notes . . . 4
New State Wetlands Maps . . . . 5
Ask the League .................. 6
Group Services Comm. Ctr. . . 10
Staff News and Notes ......... 12
Trivia .............................. 12
Tech Check ....................... 13
Creative Communities ........ 14
Classifieds ....................... 19
Calendar .......................... 20
(Continued on Page Twelve)

Outgoing Burlington Mayor Peter Clavelle will be the keynote speaker at Local Government Day on Wednesday, February 15, at the Capitol Plaza in Montpelier.

Clavelle has been involved in Vermont local government since 1972, when he became manager of the Town of Castleton. He first became Mayor of Burlington in 1989, and has served as Mayor since then, with the exception of a two-year span from 1993 to 1995.

Clavelle has announced that he will retire from local government service in March. In recognition of his long tenure, and the active role he has taken in VLCT during this time, the VLCT Board of Directors recently voted to present Clavelle with its Lifetime Achievement Award at Local Government Day. This is a departure from the tradition of presenting it at Town Fair, but one that the Board felt was warranted in this case.

Please plan to join us for Local Government Day. It is a chance to celebrate local governments' achievements by sharing them with your legislators. It is also a chance to plan ahead by informing your legislators about your municipality's needs. There is time built into the program for VLCT legislative staff and members of the Vermont Municipal Clerks' and Treasurers' Association legislative committee to bring you up to speed on any issues you may have questions about, so come to learn and to share!

You may easily register on-line at www.vlct.org/calendar. We look forward to seeing you in Montpelier.

INSIDE THIS ISSUE
CUSTOMER SERVICE IN A MUNICIPAL SETTING

Retail operations have customers. So, too, do restaurants. And theaters. And car dealerships. And on and on. But what about local government? Are residents also customers?

The answer, of course, is yes. While municipalities generally do not provide goods for profit, they do provide a wide range of services to their residents, such as road and street maintenance, water, sewer, police, and overall attention to quality of life issues.

Just as it is for any business or service provider, providing high quality customer service is important to municipal government staffs and officials. How important? In *Building Customer Loyalty – How You Can Help Keep Customers Returning*, author Barbara Glanz cites research that indicates that the cost to acquire a new customer is five times more than it costs an organization to keep a customer.

While municipalities do not face the same type of customer losses that a business might, poor customer service can have a very negative effect on those who we are supposed to serve (and who ultimately pay the bills).

Sometimes, those dissatisfied with the service they receive from local government turn verbally abusive – and even engage in acts of violence against municipal officials and staff. Besides alienating taxpayers who must approve municipal budgets, poor customer service can, and does, impact the quality of life within the municipal workplace.

So, what do “customers” want? Just as any other customer might, residents interacting with their local government want more than the basic or “core” service (defined as what is expected). They

(Continued on Page Eight)
Put our experience to work for you.

At TD Banknorth, our Government Banking division offers a full range of deposit, cash management, investment, and lending, leasing and financial advisory services, along with an unparalleled knowledge of local, state and county governments. Our Relationship Managers have direct experience in governmental affairs and banking. This knowledge, combined with local decision making and the power to personally deliver virtually any banking request you may have, produces results for the citizens and taxpayers you serve. We invite you to call today to schedule an appointment.

Jeanie Kelly  Anita Bourgeois  John Quartararo  Ted Scontras  Gene Arnold  Marge Barker  Beth Bartlett
Connie Brennan  Nicole Dumais  Arleen Girard  Paul Martel  Richard Ranaghan  John Conte  Patricia Carlino
Dianne Sherry  Melissa Williams  Wanda Oczechowski  Shelly Quinn  Ted May

TD Banknorth
Government Banking

TDBanknorth.com  802 371-1618
NEW INFORMATION AFFECTS ZONING DECISION; VERMONT’S RENTAL HOUSING CODE UPDATED

FINALITY OF ZONING DECISIONS

A decision of the Vermont Supreme Court will require the Town of Richmond to consider new evidence concerning the location of a floodplain. In re Appeal of Isaac Cowan, 2005 VT 126. The facts of the case are rather complicated; the important specifics are that Cowan applied for a zoning permit in 2000 to construct a retaining wall around his property, fill in behind the wall, and regrade the slope. The zoning administrator approved the application, based in part on a determination that the wall was located outside of the floodplain, pursuant to the most current Flood Insurance Rate Maps (FIRMs). Without meeting all of the permit conditions, or appealing them, Cowan constructed the wall in February 2001.

The zoning administrator sent Cowan a notice of violation indicating that the retaining wall was not constructed in compliance with the permit, and that it had been constructed within the flood hazard overlay district. Cowan never appealed this notice of violation. The Town eventually pursued an enforcement action in Environmental Court, which ruled in favor of the Town, but did not grant the injunctive relief the Town requested.

In January 2004, Cowan submitted a request to the zoning administrator (ZA) to revisit the determination of the floodplain elevation of his property based on engineering studies he had commissioned. The ZA denied the request, and the development review board (DRB) upheld this decision.

The case eventually made its way to the Supreme Court, which looked carefully at the Richmond Zoning Regulations. There are two avenues in the Regulations by which the Town can determine where the floodplain is in relation to a particular parcel. The first provision states, “The Zoning Administrator shall determine whether a parcel falls within the Flood Hazard District by referring to the most recent FIRM.” Richmond Zoning Regulations § 6.8.3. The second method is by surveying the individual parcel, and the regulations acknowledge that individual surveying may show that land previously considered to be part of the floodplain based on the FIRM may not actually be a part of the floodplain. (“Survey maps may be inaccurate and surveying of an individual parcel may reveal additional land not within the floodplain.”) Richmond Zoning Regulations at § 6.8.2.

The Court’s holding rested on the fact that the regulations permit a separate determination based on surveys of individual parcels, and there is no time limit on when those need to be accomplished. The Town argued unsuccessfully that Cowan should not have been allowed to have the Supreme Court review his appeal, in that there was already a final determination that he was in violation of his zoning permit. This, according to the Town, was an impermissible collateral attack on the validity of an earlier enforcement decision. The Court rejected that argument on the basis that the enforcement action did not preclude Cowan from seeking a separate determination about the elevation of his property as it relates to the floodplain.

The lesson we can take from this case is that the legal doctrine of finality has its limits.

STATE’S RENTAL HOUSING CODE AMENDED

As of March 1, 2006, there will be a new rental housing code in effect in Vermont. The rental housing code is adopted by the Vermont Department of Health and establishes minimum health and habitability standards that all residential rental housing must conform to. The former code was developed in 1974 and did not reflect recent

(Continued on next page)
LEGAL/REG. NOTES -  
(Continued from previous page)

changes in law or newer health and habitability standards.

The new code makes a number of changes to the Sanitation Facilities section. In particular, bathroom requirements for rooming houses are aligned with the Vermont State Plumbing Code. Rooming houses now require one toilet and one sink for every ten persons and one bathtub/shower for every eight persons, instead of one of each for every six persons. In addition, rental mobile homes are required to have potable water from a public water supply system or a private supply that is free from impurities, pursuant to Health Department guidelines. Rental mobile homes must also provide a hookup to a public sewage system or a properly operating subsurface wastewater disposal system. The code specifies that disposal systems must be operated so sewage does not back-up into the dwelling, flow to the ground surface or directly into surface water. Finally, a new section on mobile homes on a rented lot specifies that the mobile home lot owner is responsible for electrical services, water supply, and sewage disposal.

The code makes additional changes – mostly updates on definitions – to sections relating to insects and rodents, heating, ventilation, lighting, and structural elements. In addition, the new code removes the variance process found in the earlier code.

The new code also removes sections relating to enforcement of the code, as it was duplicative of the process provided in statute. Under the new code, enforcement responsibility will continue to be vested with the Town Health Officer, the Local Board of Health, and the Health Commissioner pursuant to 18 V.S.A. § 124 et seq. Town health officers considering taking an enforcement action based on the health code are encouraged to consult with the Department of Health and their town attorney.

Please contact the Health Department at 800/464-4343 for a copy of the new Rental Housing Code.

- Dominic Cloud, Director, VLCT Municipal Assistance Center

NEW STATE WETLANDS MAPS PREPARED

Wetlands Office staff from the Vermont Agency of Natural Resources will be visiting town clerk offices this winter to distribute new and improved Vermont Significant Inventory (VSWI) Maps. A new color Geographic Information System (GIS) map has been completed for every town in the state. The new maps not only include all of the Class Two and Class One wetlands in your town, but also contain improved geographic and topographic features to facilitate interpretation. The Wetlands Office believes that the improved maps will greatly assist landowners who may have wetland-related questions and concerns. Since most activities within a Class Two wetland and its 50-foot buffer zone require a Conditional Use Determination (CUD) from the State, the new maps will let citizens seeking local permits understand whether they may need to contact the Wetlands Office before proceeding with their project.

Although the new VSWI Maps are much more user friendly than previous maps, they should not be relied upon to provide precise information regarding the location or configuration of significant wetlands. The maps are intended only to denote the approximate location and configuration of significant wetlands. The actual boundaries of the wetlands depicted on these maps must be determined in the field by Agency of Natural Resources (ANR) staff. It is important to note that the Vermont Wetland Rules protect all Class One and Class Two wetlands shown on this VSWI Map, as well as all wetlands contiguous to such mapped wetlands. In other words, any wetland that touches or shares a boundary with a mapped wetland is also protected by the Rules, regardless of whether it appears on the VSWI maps. Wetland boundary determinations, and determinations of whether a non-mapped wetland is contiguous, are made by Wetland Section staff on request.

It is also important to note that the Vermont Wetland Rules apply to buffer zones contiguous to these wetlands (100 feet for Class One wetlands, 50 feet for Class Two wetlands, unless otherwise established by the Natural Resources Board). Therefore, any activity in a Class One or Two wetland, or its associated buffer zone, other than allowed uses specified in §6.2 of the Wetland Rules, requires a Conditional Use Determination (CUD) from the Agency of Natural Resources (Vermont Wetland Rules, §6.2 and 8). According to §8.5 of the Vermont Wetland Rules, a CUD can only be issued if it is determined that the use will have no undue adverse impact on protected functions, unless such impacts are mitigated. Mitigation measures include avoidance and minimization of wetland impacts.

Town officials and citizens should be aware that if, after reviewing the new wetland maps, there remains uncertainty as to whether a CUD may be required for a particular project, it is always best to err on the side of caution by contacting the Agency of Natural Resources to ask for a jurisdictional determination. Wetlands Office staff will perform on-site jurisdictional determinations free of charge for any concerned landowner. Staff members are listed below:

Addison, Bennington, and Rutland Counties:
Lindsay Harris  786-5921

Caledonia, Essex, Lamoille, and Washington Counties:
Shannon Morrison  241-3762

Chittenden County:
April Moulaert  879-2396

Franklin, Grand Isle, and Orleans Counties:
Mic Metz  241-3754

Orange, Windham, and Windham Counties:
Erin Haney  476-2678

- Mic Metz, District Wetlands Ecologist, Vermont Department of Environmental Conservation
Could you explain the doctrine of sovereign immunity and how it might apply to shield Vermont municipalities from legal liability?

Sovereign immunity is a common law doctrine adopted by the Vermont Supreme Court in the mid-1800s. Generally, the doctrine operates to protect a municipality from tort liability. The individual liability of municipal employees and elected officials is governed by statute and is subject to a different, qualified immunity analysis. Qualified immunity is discussed later, in our second question.

Since adopting the sovereign immunity doctrine, the Vermont Supreme Court has attempted to limit its application by applying a governmental function/proprietary function distinction. The rationale for the distinction is that municipalities perform governmental responsibilities for the general public as instrumentalities of the state; they conduct proprietary activities only for the benefit of the municipality and its residents. A municipality is given no immunity for its proprietary activities. See Hillery v. Town of Colchester, 167 Vt. 270 (1997).

While the conceptual difference between governmental and proprietary functions is fairly clear, the practical difference is not. In fact, the courts in most states have found the distinction almost unworkable and have rejected the doctrine of sovereign immunity entirely. The difficulty of the governmental/proprietary distinction, and the general disfavor in which sovereign immunity is held, was described by the Vermont Supreme Court in 1993:

"The governmental-proprietary distinction was the first attempt by many courts, including this one, to alleviate the harsh results of [sovereign] immunity. The courts eventually abolished municipal immunity. Vermont is one of a minority of states that retains the governmental-proprietary distinction, which has been criticized by courts and commentators for many years as unworkable.

This Court, too, has at times expressed dissatisfaction with the governmental-proprietary distinction. The arbitrariness of the doctrine is exemplified by our prior cases involving the repair of roads and sewers. Although most jurisdictions retaining the distinction have classified the repair of both roads and sewers as proprietary in nature, this Court has held that the maintenance of streets and sidewalks is governmental, while the maintenance of sewers is proprietary. Thus, as the law now stands, a person who drives a car into an excavation on a town street may sue the town if the hole is the result of repair to a sewer or water line, but not if the hole is the result of repair to the street. Hudson v. Town of East Montpelier, 161 Vt. 168 (1993).

As the Court pointed out in Hudson, the sovereign immunity doctrine is riddled with almost indiscernible subtleties, such as the distinction between damage resulting from excavation undertaken to repair sewer lines versus repair to the streets. See Kelly v. Town of Brattleboro, 161 Vt. 566 (1993). Another example is the distinction between damage resulting from the failure to

(Continued on next page)
repair a culvert over a natural stream as opposed to damage resulting from the failure to repair a culvert that is part of a “surface water drainage system” installed to protect the town’s road system. See Graham v. Town of Duxbury, 173 Vt. 498 (2001). Ice is another example. If the ice upon which a person falls was produced by water escaping from a fire hydrant connected to the village water system while a thawing operation was being carried out by the village firemen, there may be no liability. See Welch v. City of Rutland, 56 Vt. 228 (1883). On the other hand, if the ice was due to a leak in the village water main, there may be liability. See Wagner v. Village of Waterbury, 109 Vt. 368 (1936).

In some cases, application of the sovereign immunity defense may turn on whether a particular object is being used in a governmental or proprietary capacity, at a particular point in time. See Dugan v. City of Burlington, 135 Vt. 303 (1977)(addressing a catch basin).

In a dissent to a 1997 opinion, Supreme Court Justice Dooley stated that “the governmental/proprietary distinction is neither appropriate nor workable and should be abandoned.” Hillerby v. Town of Colchester, 167 Vt. 270(1997). Nonetheless, sovereign immunity is still a valid legal doctrine. For example, a girl was struck and killed by a motorist in Rutland while she was crossing the street. Her mother brought suit against the City seeking damages for her death. The mother alleged that the City was negligent in failing to maintain adequate crosswalks and in failing to provide adequate street lighting. The City moved to dismiss, asserting that because maintaining and designing streets, street lighting, and crosswalks are governmental functions, the City was immune under the sovereign immunity doctrine. The Vermont Supreme Court upheld application of the doctrine and the trial court’s dismissal of the suit. See O’Connor v. City of Rutland, 172 Vt. 570 (2001).

The Supreme Court’s reluctance to abandon the doctrine comes, in part, from its deference to the Legislature, which has implicitly acknowledged the sovereign immunity doctrine and the governmental/proprietary distinction, and has modified the doctrine through statute, specifically 29 V.S.A. § 1403. This statute provides that when a municipality purchases a policy of liability insurance, it waives its sovereign immunity from liability. (Being a VLCT PACIF member does not waive sovereign immunity. See McMurphy v. State, 171 Vt. 9 (2000)). That being said, the Court has signaled that its reluctance to meddle in sovereign immunity is not limitless. Given an extended period of non-action by the Legislature (though there was an indirect reference to municipal sovereign immunity in a bill passed in 2003) and the right facts, the Court may abandon the doctrine altogether.

Because the governmental/proprietary distinction is essentially a question of fact, prospectively laying out a bright line rule for its application is very difficult. Each application necessarily turns on the facts of the particular case and 150 years of oft-confusing case law. For this reason, the VLCT Municipal Assistance Center advises a relatively conservative approach to the sovereign immunity doctrine and its application. Sovereign immunity is a powerful doctrine, but one whose nuances may result in a false sense of security for municipal officials. The doctrine of sovereign immunity is there and available for municipalities as a defense, but because of the fuzzy governmental/proprietary distinction, its application to a particular set of facts is rarely clear. Moreover, the doctrine is generally held in disfavor by the courts and a particularly egregious case may give the Supreme Court opportunity to abandon the doctrine altogether.

The bottom line is that when considering any action that may result in tort liability, the doctrine of sovereign immunity should never be relied upon as the town’s “first line of defense.” - Jim Barlow, Attorney, VLCT Municipal Assistance Center

(Continued on Page Twelve)
are looking also for customer service, which, according to Glanz consists of four things:

1) **Friendly, caring service** – It sounds obvious, but customers want to be treated with courtesy and respect.

2) **Flexibility** – Customers like organizations that are willing to try and figure out a way to help them and not just dismiss their problems by simply stating, “I’m sorry, but those are the rules.” They are looking for a little extra, a human touch. Of course, there are times when, as a local official, you will come up against the brick wall of rules and regulations. (Think “zoning board of adjustment.”) Just try to deliver the bad news with some understanding, and an explanation of why the rules are in place.

3) **Problem-solving** – Customers want government employees to help them with their problems, not pass them along to somebody else.

4) **Recovery** – When mistakes are made (and they will be), apologize and try to fix the mistake, and then do something more than you normally would. Also, cap the recovery process by following up with the customer.

As important as the four customer service components are, just as important can be the moment of truth – that first interaction between you and the customer. It is a modern adaptation of the old adage that, “you never get a second chance to make a first impression.” Moments of truth present an opportunity to leave the customer/resident with a positive impression about how things work in the town offices, at city hall, at the police department, and so on. Glanz writes that, “positive moments of truth are the building blocks of customer loyalty.”

Glanz also suggests that organizations adopt new ways of handling and viewing complaints. Rather than viewing a complaint as a negative exchange between two parties, view it as a chance to garner valuable feedback, to use that feedback to make any needed changes, and to view complaints as an important tool in the drive for constant improvement.

The basic message is this: do not simply try to meet a customer’s expectations – **exceed** them. Every time you deal with a resident, remember these three steps:

1. Picture in your mind a satisfied citizen.
2. Be aware of what you are doing and how it is important to them.
3. Strive to always make customer-focused choices.

- Trevor Lashua, Associate, VLCT Legislative and Membership Services

**VLCT now offers customer service as a course to its members on a limited basis.** For more information, contact Brian Fitzpatrick, Chief Operating Officer, VLCT Group Services, at 800/649-7915 or via e-mail at bfitzpatrick@vlct.org.

---

**50 Years in the Game**

When you have a project that requires engineering, planning, landscape architecture or environmental science services, you need a consultant who will be your project team’s most valuable player.

At Dufresne-Henry we have 50 years of experience in the game. Do you have a project in your future? Call a winning play...contact us at 802-886-2261, 802-864-0223, or 802-229-0711 log on to our Web site at www.dufresne-henry.com, or call the Dufresne-Henry office nearest to you.

---

engineers . planners . landscape architects . environmental scientists

where he received an undergraduate degree in political science and a master’s degree in public affairs. His first public sector job was with a neighborhood-based organization in the City of Buffalo, New York. There, he organized crime watch, block watch, and other programs that strengthened the neighborhood of 40,000 residents. A similar position followed in Lackawanna, New York, though his work there leaned more toward housing development and redevelopment of commercial and industrial sites. Lackawanna had once hosted a Bethlehem Steel plant that employed 26,000 people; when Miller arrived the plant employed only 1,000.

A stint in Ogdensburg, New York, as its Director of Planning and Development came next, followed by seven years as City Manager in Geneva, New York. From there he became City Controller in Newburg, New York, and President of its Industrial Development Agency. He resumed his manager role when he became Village Manager in Mamaroneck, New York, in 2002. Then, he and his wife decided to trade in their suburban lifestyle for a more rural one in Vermont. Miller’s wife, Pamela Fadness, found a position first, with the psychiatry residency program at Fletcher Allen Hospital in Burlington. Miller’s search ended when he was hired as Milton Town Manager in 2003.

Comparing New York to Vermont, Miller does not miss the partisan politics that exist at the local government level in New York. “Local, partisan elections are a big impediment to making things work,” he commented. “Issues start out polarized, so building consensus is difficult.”

“To this day, I don’t have any idea of the party affiliations of my [Milton] board members, and they aren’t interested in mine, either,” he noted.

Miller’s work in Milton has also evolved from his early, “hands on” work in New York neighborhoods. “My style is changing toward being more of a mentor, or teacher, for others, rather than feeling I have to get in there and do it all myself,” he noted. “My role has changed as well, toward more oversight - making sure that all of our

(Continued from Page One)

(Continued on Page Fourteen)
Almost 900 VLCT Health Trust members and family members from 53 towns are signed up to participate in this year's pedometer challenge program. With the Winter Games in Turin, Italy, as its theme, the third annual eight-week challenge promises to be a fun way to become more active this winter and spring.

So, don your pedometers, count those steps and check in regularly with your municipality's wellness coordinator. There are weekly challenges you may wish to meet in the areas of healthy nutrition/healthy weight, tobacco cessation, and, of course, just getting out and MOVING more.

For more information about the pedometer program, please contact your municipality's wellness coordinator or Heidi Joyce, VLCT Senior Health Promotion Consultant, at hjoyce@vlct.org.

**Welcome**

The Otter Creek Natural Resources Conservation District has joined the VLCT Unemployment Trust, bringing its membership up to 209.

The **Town of Windsor** has joined VLCT PACIF, bringing its membership up to 346.
BEWARE OF WINTER GLARE

Every driver has probably experienced at one time or another blindness while driving, due to winter glare. It isn’t enough that we have to worry about road conditions during winter driving; we also must worry about driving on the sunny winter days as well.

The Vision Council of America says that problems with glare from the winter sun go largely unrecognized by most drivers. Lens technology expert David Rips says:

The danger comes primarily from two different conditions of light from the sun. One occurs when driving directly into the bright sunlight, temporarily blinding the driver. The other condition comes from reflected light off another vehicle, the roadway, or any reflective surface.

Glare-induced blindness is prevalent in winter because the sun stays lower in the sky all day. Highly reflective snow and ice in many parts of the country also contribute to the danger of winter glare. The Vision Council of America urges drivers to:

• Drive cautiously in winter and leave proper distances between vehicles.
• Lower the visor to help block some of the reflected light.
• Avoid using high-gloss vinyl cleaners on dashboards.
• Keep your windshield clean and the washer fluid reservoir full.
• Turn on headlights during the day to improve visibility.
• Wear sunglasses on sunny winter days.
• Pull over to the side of the road and stop when using a cell phone.

Glare hazards in winter can also endanger people who work outdoors or enjoy outdoor recreation. And it appears that as people age, they become more susceptible to glare and require a longer period of time to recover from exposure. So please be aware of the potential hazard of winter glare and follow the suggestions above. We all want you to arrive at your destination safely.

For more information about the safety and wellness resources available from the VLCT Safety and Health Promotion Department, please contact Brian FitzPatrick at bfitzpatrick@vlct.org or Shawna McNamara at smcnamara@vlct.org, or call 800/649-7915.
Milly, her husband, Jake Brown, and son, Nelson, live in Montpelier. Welcome, Milly!

TRANSITIONS

Congratulations are due to Terri McAdams, who was recently promoted to the position of Senior Claim Representative for VLCT PACIF. Terri, who has worked for VLCT for thirteen years, works with four other Claim Representatives to bring fair and efficient service to PACIF members and claimants.

VLCT Conference Coordinator Jessica Hill was recognized last month with the 2005 New England Water Environment Association’s Alfred E. Peloquin Award. Jessica received the award in recognition of her work with the Green Mountain Water Environment Association, one of the 10 Vermont local government associations that contract with VLCT to provide them with administrative and meeting planning services. Jessi was presented with the award at NEWEA’s Annual Conference in Boston, Massachusetts on January 25.

Congratulations, Jessi!
- Katherine Roe, VLCT Communications Coordinator

As part of the Governor’s Clean and Clear program, Milly will work with cities and towns in the Lake Champlain Basin to implement water quality protection strategies. She is available to provide technical assistance to municipalities that wish to develop bylaws, policies, and practices that will help protect Vermont’s waterways from runoff resulting from development, agricultural, or forestry practices.

Milly comes to VLCT from Putney Press Publishing, where she was a writer and editor for the third edition of the Vermont Act 250 Handbook. Following her graduation from the Vermont Law School in 1991 with a Master of Studies in Environmental Law, Milly worked for nine years as the University of Vermont’s Environmental Compliance Manager. She has also worked in the area of environmental compliance for the State of Kentucky’s Department of Environmental Protection, and for a variety of private sector businesses. Milly received her Bachelor of Science degree in Agronomy/Biology from the University of Kentucky.

TRIVIA

Dick Rogers, of the Windsor County Superior Court, was ahead of the pack of 16 other readers who guessed that, between 1959 and 1967, Vermont brought 124 fishers into the state from Maine to deal with damage-causing porcupines. Many readers also mentioned the fisher’s fondness for domestic cats.

Here is your brain teaser for February:

According to food historians (yes, there is indeed such a profession), there are three foods that are considered traditional Vermont fare. What are they?

Contact us with your answer: VLCT, 89 Main Street, Suite 4, Montpelier, VT 05602, tel. 800/649-7915, fax, 802/229-2211, e-mail, kroe@vlct.org.

LABOR RELATIONS -
(Continued from Page One)

How does sovereign immunity differ from the protections afforded town officers, employees, and volunteers?

While the Vermont Supreme Court has afforded liability protection for municipalities through its adoption of the sovereign immunity doctrine, the Vermont Legislature has granted town officers and employees a measure of personal liability protection through passage of specific statutes. When a legal action is contemplated against an appointed or elected municipal officer, the suit must be brought against the municipality in which the officer serves. 24 V.S.A. § 901(a). If the officer was acting in performance of his or her duties and not with malicious intent, the municipality must assume all reasonable legal fees incurred by the officer. 24 V.S.A. § 901(b). Likewise, when a municipal employee or volunteer, acting within the scope of his or her employment, is alleged to have caused personal injury or property damage, the suit must be brought against the municipality. No legal action may be maintained directly against the employee or volunteer. 24 V.S.A. § 901a(b).

Like sovereign immunity, this qualified statutory immunity has limits. Officials, employees, and volunteers should remember that neither statute is a complete bar to a legal claim and, notwithstanding the statutes, a suit may still be brought against the municipality. This fact...
KEEPING MUNICIPAL INFORMATION SAFE WITH A SOUND BACK-UP PROGRAM

It may go overlooked now and then, but let us not forget that the information kept in municipal offices is essential to Vermont's quality of life. Municipal officials are the producers, processors, archivists, and gatekeepers for the data and records that allow Vermonters to own and develop land, vote, prove when and where we were born, raise money for schools and local services and programs, and a variety of other things.

As we continue to digitize municipal data and records, there will be two crucial services that municipal officials must oversee: (1) the safety and security of our digital information, and (2) the ability to recover and use the information quickly when something goes wrong. This article will focus on the latter, and that means back-ups, back-ups, back-ups!

Those I have spoken with over the past few years will notice that the basic message has not changed: a good back-up strategy is the most important thing to have in today's digital world. Something bad WILL eventually happen, be it fire, flood, power surge, a virus, a 12-year-old hacker, or an “OOPS!” deletion on your part. Believe it or not, the last item is the most common — we are our own worst digital enemy. The burden is on you to make sure that you can recover the data quickly and get back to work.

We have learned a few things over the years. The fire in the Winooski City Clerk's office on Halloween Night 2003 helped further our knowledge of good back-up strategies. We were surprised, and relieved, to hear that Winooski's Jim Trzepacz and a local volunteer fireman/techie were able to recover the data from the hard drives of ALL of the burned out computers. Those hard drives are hardier than we thought!

So, do we really need to keep the data somewhere else? The answer is YES. They stood up to fire this time, but that was probably the exception to the rule. And they are still susceptible to power surges, mechanical failure and the havoc caused by viruses and hackers.

If the Winooski folks had not been able to get the data from their hard drives, they could have been in even bigger trouble — their server had been damaged in the fire, and it was the only computer around that could have read their back-up tapes in any acceptable amount of time. Of course, that would be a moot point in a situation where (Continued on Page Sixteen)

AS AMPLE BACKUP SCHEME FROM VLCT

VLCT runs a daily tape backup of all network data. Monday, Tuesday, and Thursday tapes are reused each week, over-writing the previous week's data.

On Wednesday we use a multiple tape system that allows for off-site disaster recovery. The Wednesday tapes are in a set of three, rotated on a three-week cycle. The first is the current week's backup that is kept off-site at an attorney's firm, located across the street from the VLCT offices. The second copy, from the prior week's backup, is kept some distance from Montpelier, at the residence of a staff member. The third is kept on-site at VLCT, and is the backup from two weeks ago.

Friday backup is also a multiple tape system that provides monthly backups. Friday tapes are made on a four-week rotation, with tapes staying on-site. This gives us the ability to retrieve data backed up from any of the last four weeks.

For more information, please contact Jill George, VLCT Information Systems Administrator, at jgeorge@vlct.org, or Brian Foley, VLCT Technology Support Specialist, at bfoley@vlct.org.

Wastewater Professional, Innovative, Practical

Otter Creek Engineering provides solutions for municipal, industrial and institutional clients' wastewater needs with skills in the planning, design, permitting and construction engineering of many types of projects, including:

- Treatment Facilities
- Infrastructure Planning
- Biosolids Management
- Pumping Facilities
- Collection Systems
- Combined Sewer Separation

We're qualified to meet the needs of your project.

Otter Creek Engineering

404 East Main Street
PO Box 712
East Middlebury, VT 05740
Phone: 802.382.8522
Fax: 802.382.8640
www.ottercrk.com

25 Washington Street
Rutland, VT 05701
Phone: 802.747.3080
Fax: 802.747.4820
info@ottercrk.com

Michael Smith, PE

(Continued on Page Sixteen)
Sanford Miller -
(Continued from Page Nine)

departments are providing good value and service for our citizens and that the board has the information it needs to make good decisions. It is a good evolution for me.”

Ironically, when Miller dealt with infrastructure issues in New York, they were often planned ahead as part of the economic development projects he was working hard to bring to his municipality. One of Milton’s current challenges, he said, is catching up with the Town’s recent growth. “We have been growing relatively rapidly,” he noted. (Milton, with a population of 10,065, is Vermont’s ninth most populous municipality and its third largest geographically.)

This growth demands new water, sewer, and road infrastructure, as well as a good, hard look at how citizens want to channel it to Milton’s best advantage. “Our town core has shifted to the south of the traditional Main Street, toward Route 7 and the municipal offices,” Miller said. “This provides lots of potential to create a new identity around the core.”

Milton has hired a consulting team to help it develop a vision and plan for its future. This is a big task, and Miller seems calm in the face of it, unfazed by the burden of getting it right. “We have created a process that is seeking public input so that we will have a clear vision of what the community really wants,” he said. “I have a lot of faith in the folks in the community. They will tell the board what they want.”

“My only concern is that the process is an open one, and people know that they have been listened to. My other concern is to find the funding and resources to put what they want into place.”

As Milton grows physically, it also seems to be maturing politically. Miller’s service on the VLCT Board of Directors is a result of the selectboard’s interest in seeing the Town play a larger role in regional and statewide problem-solving, and his own interest in working with all levels of government. “As part of a statewide organization,” Miller said, “I hope I can bring Milton’s perspective to our discussions, as well as learn about other communities’ concerns. Hopefully, it will be a mutually beneficial arrangement.”

Though a relative newcomer to Vermont local government, Miller is ready to help VLCT advance its legislative agenda. At the same time, he said, “there is no particular item on the VLCT agenda which Milton is more concerned about than the others.”

Such reserve is not shown for partaking of Vermont’s winter sport opportunities. Miller and his family love to downhill and cross-country ski, and started to snowshoe last winter. Miller and Fadness have two children, son Kyle, who is in eighth grade, and daughter Aliza, who recently graduated from McGill University in Montreal. Aliza now lives in Taiwan, where she teaches English and provides the family with an excuse to travel, another favorite hobby. Besides Taiwan, Miller quickly lists other favorite places — California’s wine country (including the wine they make there), Mexico, Montreal, British Columbia, San Francisco, and all the museums they can find along the way. “Well,” he adds, having noticed that the list is getting long, “wherever we are at the moment seems to be our favorite place to travel to. And, at the same time, we love living in Vermont.”

Welcome, Sandy, to the VLCT Board!

-Katherine Roe, VLCT Communications Coordinator
Financial expertise and world-class service at work for you.

Through our Government Banking team, we can offer you access to a wealth of customized financial services — cash management, leasing, investing, financial advisory, lending—along with superior personal service and expertise to help you choose the services you need. For more information, call 1-800-675-7195.

Citizens Bank
Not your typical bank.®
the back-up tapes are kept on top of the server, instead of in an offsite location.

The long and short of it is that Winnoski did not even miss its next pay-roll, but we can’t all be so lucky. So let us review back-ups.

The objective of back-ups is to be able to recover the most recent version of information as quickly as possible. In order to do so, these are the objectives you must address:

1. Back up as much as you can, as often as you can.
2. Make sure the back-ups can be read by multiple computers.
3. Keep at least some of your back-ups off-site, so that they are not susceptible to the same damage that your working data is.
4. Test your back-ups periodically to make sure there have been no breakdowns in the system.

No matter how computerized your municipal office may be, you will want to consider a back-up system that backs up everything you work with. Even losing tangential files can be a pain in the neck (and a time-drain) that you want to avoid. You also want to back-up as often as possible, which will allow you to have the most recent copies available in times of disaster. Most officials back-up manually at the end of each day or use an automatic back-up program that runs overnight.

Next, you need to make sure that your back-up media can be easily read in an emergency. For instance, we used to back everything up onto special tape cartridges at the Center for Rural Studies (CRS). However, the Winnoski fire made us consider the fact that our server was the only thing that could read the tapes. Our tape drive was obsolete and not manufactured anymore – we wouldn’t have been able to find a replacement in an acceptable amount of time. If we lost the server, it would be as if the back-ups did not even exist. We have since moved to portable hard drives that use USB connections, which can be plugged into any PC. If Morrill Hall at UVM burned down tomorrow, we could re-open CRS in my living room at home (but everyone would have to bring their own coffee). There are also smaller USB “thumb” or “jump” drives for those one-computer back-up jobs. Recordable compact discs are also a good example of inexpensive back-up media that can be read by almost any computer. If you don’t need the space of a portable hard drive, a CD-R or CD-RW may be the way to go.

Now let’s consider the offsite objective. This can be a pain, but it is necessary. If we kept all of our back-up drives on top of CRS server, they would be destroyed by the same fire or burst water pipe as everything else. As a matter of fact, most of our back-up drives are kept in my office about 20 feet away from the server room. However, there is one weekly back-up that I bring home. There is also an annual back-up that I leave at home. If they were all that we had left, the files would not be the most recent. Still, a slightly out-dated version of a file is better than no file at all. If municipal information is too sensitive to be kept in someone’s home, there are many other offsite solutions for municipalities, including safe deposit boxes and other municipal buildings.

The final objective is to test your back-ups periodically. There are many ways to automate back-ups, and you will want to make sure now and again that it is actually working. This means periodically recovering important files to make sure that the backed up version is pristine. I have heard too many horror stories of people who backed up corrupted versions of files for months and never knew it until it was too late.

One more point: remember that being responsible for back-ups does not mean that you have to do it all yourself. When considering municipal data kept by the State, you may only need to secure the State’s assurance that their back-up system(s) will serve you adequately in your time of need. Also any special software packages you use, like NEMRC, may have its own built-in back-up features. You will just want to check on those features and make sure they meet your approval.

There is more to back-ups than I can fit into this article. And there is also your office’s unique situation to consider. If you are interested, CRS is going to be presenting a municipal information safety workshop at this spring’s Town Officers Education Conferences (TOEC). Just look for the workshop when the TOECs brochure comes out. We’ll try to answer your questions there. You can also contact me anytime via e-mail at w Sawyer@uvm.edu.

- Will “Chip” Sawyer, Outreach Coordinator, UVM Center for Rural Studies

---

**Calendar**

(Continued from Page Twenty)

Cornell Waste Management Institute. The summit will focus on food rescue and food waste diversion to composting, with an emphasis on assisting the generators and haulers to create successful systems. Regional roundtables will provide the opportunity to create next steps needed for implementation. To register, please contact Vicky Viens, Vermont Dept. of Environmental Conservation, at 802/241-3448 or vicky.viens@state.vt.us.

**Planning & Zoning Series #3: The Zoning Decision.** Thursday, March 16, 2006. Sponsored by VLCT Municipal Assistance Center and your local regional planning commission, and offered at several Vermont Interactive Television sites throughout the state. This year’s planning and zoning series focuses on the zoning process from application through decision, over the course of three evening sessions. This third, and final, session will focus on making, writing, and distributing a decision.

**Town Health Officers Workshop.** Friday, March 24, 2006, Location, TBA. Sponsored by VLCT Municipal Assistance Center. This annual workshop will focus on the fundamentals of the town health officer’s role, including issuing and serving health orders and administering the rental housing code.
was illustrated in Gallipo v. City of Rutland, 173 Vt. 223 (2001). In that case, the plaintiff alleged that the Rutland City fire chief had discriminated against him in violation of the Vermont Fair Employment Practices Act. Applying 24 V.S.A. § 901, the Vermont Supreme Court dismissed the chief from the suit, but the City was still obligated to defend the plaintiff’s claim on behalf of the chief. Id. at 239.

- Jim Barlow, Attorney, VLCT Municipal Assistance Center

**Can a town cancel its Annual Meeting due to inclement weather?**


All municipalities are required by Vermont law to hold their annual meetings on the first Tuesday in March, unless a different date has been established by Town Charter. 17 V.S.A. § 2640(a). While the law does not make allowances for the canceling of town meeting, it does permit municipalities to adjourn their town meeting to another date. 17 VSA § 2640(a). We believe this authority would allow a town to convene briefly and then adjourn to a date and time certain. Our advice to municipalities that are faced with severe weather, which warrants rescheduling Town Meeting, is to assemble at least three voters. Ideally, one person should be the Moderator, and the two additional voters can make and second motions. The Moderator should start the meeting, one person can make a motion to adjourn the meeting to a date and time certain, and the other can second the motion.

If Town Meeting is “postponed” in this manner, it does not have to be re-warned. Fortunately, this means that municipalities would not have to wait another 30 days (the statutory minimum warning requirement) to reconvene Town Meeting. Nevertheless, municipalities should be mindful of the impact of an inadequate warning on voter turnout and strive to provide as much advance notice as is possible to their voters regarding where and when the reconvened meeting will take place.

- Garrett Baxter, Senior Associate, VLCT Municipal Assistance Center

---

When Vermont’s children receive the coverage, care, and comfort they deserve, these are signs of a healthier Vermont.

Vermont’s ambulances now come equipped with new tools that help provide comfort and treatment to children—teddy bears. Blue Cross and Blue Shield of Vermont and The Vermont Health Plan learned that emergency crews use such toys to open the lines of communication between EMTs and children, who respond positively to the familiar comfort of a teddy bear. Teddy bears for children, the most innovative health plans, and the largest provider networks in the state—these are signs of a healthier Vermont. To learn more about The Vermont Health Plan, our teddy bear initiative and other programs, visit www.bcbsvt.com.
Volunteer Microsoft Access Whiz. The Winooski Natural Resources Conservation District – a non-profit organization that coordinates with landowners, organizations, and state and federal agencies in Washington and Chittenden counties to encourage and assist the conservation of natural resources – is seeking a volunteer proficient at Microsoft Access to develop a database of mailing lists. If interested, please contact Tiffany Shaw at 802/865-7895 x 14 or tiffany.shaw@vt.nacdnet.net. (1-12)

Municipal Appraiser. The Town of Brattleboro, Vt. seeks a professional to head its Listers Department. Primary responsibility is to develop, maintain, and defend property valuations of all taxable real estate and personal property within Brattleboro (approx. 5000 parcels). Requires continual monitoring of market transactions of residential and commercial real estate, current market trends, and relevant State of Vermont statutes. Computer literacy necessary to maintain and update related computer programs. Supervises a staff of three. Works closely with the Board of Listers and Town Administration. Ideal candidate will have five years in municipal property valuation work or related real estate appraisal experience. Certification through or membership in the Appraiser Institute is preferred. The successful candidate will need credentials and experience to satisfy requirements of State of Vermont Property Valuation and Review. Salary DOQ. Send cover letters and resume by January 31, 2006 to Town of Brattleboro, Attn: HR-Lister, Room 208, 230 Main Street, Brattleboro VT 05301. EOE. (1-13)

Highway Maintainer/Operator, Town of Windsor. Responsibilities include operating dump trucks, snow plow, sweeper, backhoe, and spreader and loader, as well as performing a variety of infrastructure maintenance tasks. Must have considerable physical strength and stamina, valid Class A or B commercial drivers license with tanker endorsement, HSD or GED equivalent, at least two years experience in construction work involving the operation of trucks and other equipment. Salary, $11.60-$13.97, depending on experience. Full benefit package included (BC, dental, life, disability, retirement). EOE. M-F. Apply at the Administrator's Office, 29 Union Street (PO Box 47), Windsor, VT 05089, or call 802-674-6786 for an application. Position open until filled. (1-17)

REQUEST FOR PROPOSALS

The Winooski Natural Resources Conservation District (WNRCD) seeks professional consulting services to design gully remediation and on-site stormwater treatment for a residential development...
Patrol Officer. The Town of Brandon, Vt. is accepting applications for a full-time patrol officer. We are seeking an energetic, positive-thinking, service-oriented police professional with a strong desire to provide quality police services to a community on the move. The successful candidate will be at least 18 years of age, possess exceptional moral character and ethics, be certified or certifiable as a police officer by the Vermont Criminal Justice Training Council (VCJTC), possess or be able to obtain a valid Vermont driver’s license, and must be able to perform all essential functions of the job. Preference will be given to applicants currently certified through the VCJTC. However, those without certification are also encouraged to apply. The application process includes entrance testing as required by the VCJTC, medical/physical exam, oral board, polygraph exam, extensive background investigation, and criminal/motor vehicle records check. Brandon offers a competitive starting wage, including a benefits package of medical, dental, life, disability, retirement, paid sick time, vacation and personal time. Uniforms and police equipment are provided. To apply, send a resume with three references, along with a cover letter requesting an application, to Chief Lonnie Hatman, 1 West Seminary Street, Brandon, VT 05733. Call 802/247-5723 for further information. The Town of Brandon is an Equal Opportunity Employer. Women and minorities are encouraged to apply. (1-03)

Road Foreman. The Town of Lyndon, Vt., seeks an energetic, solutions-oriented, “hands-on,” “can-do” working supervisor of a full-time staff of seven. Must have a valid driver's license and CDL endorsement. A high school diploma or an equivalent Certificate of Completion is a minimum qualification. Added consideration will be given to applicable college credits. Demonstrated computer skills in spreadsheets and word processing a must. Must have experience with operating and maintaining heavy equipment. Prior successful supervisory experience is preferred. Strong math skills are essential. This is a full-time, year-round position with retirement and health benefits. Please send resume with a cover letter of interest to: Municipal Administrator, Lyndon Town Offices, P.O. Box 167, Lyndonville, VT 05851-0167, or e-mail to lyndon@kingcon.com. Position open until filled. (11-2)

Town Manager. The Town of Dorset, Vt. (pop. 2,039) is accepting applications for a Town Manager. The Manager is responsible for the daily operations of the Town and reports to a five-member selectboard. Primary responsibilities include developing and managing a $1 million budget, grant writing, supervision of six employees, community relations, care and maintenance of town roads and facilities, and intergovernmental relations. Salary is commensurate with experience. Excellent benefits. Dorset is a picturesque community in southwestern Vermont. The Town is surrounded by mountains and offers a high quality of life to both residents and visitors. Please send resume to Selectboard, Town of Dorset, P.O. Box 715, East Dorset, VT 05253-0715. (12-19)

Community Development Director. The Town of Essex, Vt., a growing suburban community (pop. 19,500), is seeking a highly motivated professional to manage a five-person department. The director initiates activities to implement the Town Plan and oversees the Town’s development review process. Responsibilities include preparing bylaw amendments, streamlining the review process, and implementing a progressive town plan and economic development plan. The successful candidate will have a proven ability to interact effectively with, and balance the different objectives of, town officials, citizens, environmentalists, business and development interests, and coworkers. He or she will also have demonstrated an ability to implement long-range plans. Excellent communication and presentation skills required. B.A. or B.S. in planning, public administration, or related field; Master’s degree and AICP preferred. Four years of related supervisory experience. Salary range, $52,000-$61,000. EEC/AA and ADA. Send a resume to Patrick Scheidel, Town Manager, c/o Personnel Department, 81 Main Street, Essex Junction, VT 05452, or call 802/878-1341 for more information. Position open until filled. (1-06)
Wellness Coordinator Workshop. Thursday, January 26, Capitol Plaza Hotel, Montpelier; Tuesday, January 31, Wilmington Town Office; Thursday, February 2, Hampton Inn, Colchester; Tuesday, February 7, Cottina Inn, Mendon; and Thursday, February 16, 2006, Comfort Inn, St. Johnsbury. Sponsored by VLCT PACIF and the VLCT Health Trust. This annual, half-day workshop is designed for municipal wellness coordinators and this year features the Leader Program and the Winter Olympics Pedometer Challenge.

Life After “You’re Hired” – Municipal Personnel Administration. Thursday, February 9, 2006, Capitol Plaza Hotel, Montpelier. Sponsored by VLCT Municipal Assistance Center. This new workshop will cover the fundamentals of personnel administration in a municipal setting. Particular focus will be placed on determining FLSA status, conducting evaluations, and developing personnel policies.

Local Government Day. Wednesday, February 15, 2006, Capitol Plaza Hotel and the State House, Montpelier. Sponsored by the Vermont League of Cities and Towns and the Vermont Municipal Clerks’ and Treasurers’ Association, Local Government Day is a special day at the Vermont State House for local officials. Hear about the status of pending legislation from VLCT and VMCTA representatives, attend legislative hearings, and speak with your representatives in the Vermont Legislature.

First Annual Vermont Organics Recycling Summit. Tuesday, March 14, 2006, City Hall Auditorium, Montpelier. This summit will feature keynote speaker Jean Bonhotal, from