

TOWN OF HILLIARD

*A Florida Municipality*

# LOCAL MITIGATION STRATEGY

**DELIVERABLES FOR PHASES “A” AND “B”**

A handwritten signature in black ink, reading "Lisa Purvis", written over a horizontal line.

Lisa Purvis,  
Representative  
Town of Hilliard

# **TOWN OF HILLIARD MITIGATION STRATEGY**

## **DELIVERABLES FOR PHASES "A" AND "B"**

### **SECTION I: INTRODUCTION**

#### **1. GENERAL**

a. This plan is to provide a frame work for identifying, prioritizing and identifying resources for those hazard mitigation projects that should be accomplished in order to reduce or eliminate long term risk to the citizens of the Town of Hilliard and their property from the effects of all hazards. In conjunction with the Florida Division of Emergency Management, the Town of Hilliard has sub-contracted with Nassau County to provide local mitigation strategies in four (4) distinct deliverable periods, Phases A, B, C and D.

b. The overall goal of this plan is to promote hazard mitigation and to provide guidelines for the management of post disaster recovery. This strategy is important to the Town of Hilliard because of the vulnerability to many different hazards as outlined in the Town of Hilliard Comprehensive Plan.

c. Recovering from a disaster without a proper hazard mitigation plan will become too expensive for the Town's established revenues to adsorb. As the cost of post disaster recovery continues to grow, it is essential that local governments, both county and municipality take advantage of mitigation planning opportunities and available funding to reduce the impact and divert the long-term cost.

d. This plan is written to ensure a high level of involvement by state and local government representatives and includes the private sector. This section of the plan encompasses Phases A and B, which includes Deliverables 1 and 2 from the Scope of Work of the Local Mitigation Sub-Contract requirements.

#### **2. PURPOSE**

a. Initially, this Mitigation Strategy is to serve as a bridge between the following Town of Hilliard development documents: Comprehensive Plan, Emergency Management Plan, Emergency Management 5 Year Capital Improvement Plan, Town of Hilliard Land Use & Development Regulations Ordinance, Storm and Flood Water Ordinances as developed, Town of Hilliard Building Codes and Regulations.

b. Perpetually, the Mitigation Strategy will be a precedent setting document that inks out the path of economic growth in the Town of Hilliard. It will enhance the development of capital growth programs to continue on their rapid curve while maintaining a fiscally prudent and disaster mitigated community.

**3. ORGANIZATION**

The Mitigation Strategy is contained in Section II below and is divided into two parts, with three sections in each part.

**SECTION II: ORGANIZATION**

**PART I: THE PROCESS**

**4. GOVERNMENT COORDINATION**

a. **The following state, regional and local governments are involved in developing our mitigation functions for pre and post disasters:**

<b><u>AGENCY/ENTITIES</u></b>	<b><u>MITIGATION FUNCTIONS</u></b>	<b><u>PRE-DISASTER</u></b>	<b><u>POST DISASTER</u></b>
Florida Division of Emergency Management	Technical advice, Assistance, Grants and LMS Funding	YES	YES
North East Florida Regional Planning Council (RPC)	Technical Assistance and Plan Development and Writing	YES	YES
Nassau County Board of County Commissioners	Policy, Guidance, Approval and Appointment of Mitigation W.G.	YES	YES
Nassau County Attorney	Legal Advice and Plan Review	YES	YES
Nassau County Office of Emergency Management,	Plan Manager, Strategy Director, and LMS Vice Chairman	YES	YES
Nassau County School District	Retrofit of Emergency Shelters and Needs Transportation	YES	YES
Nassau County Municipalities	Input, Assistance, Development Partner, and Sub-Contractor	YES	YES
American Red Cross and the Salvation Army	Assistance in Shelter Retrofit and Shelter Assistance Provider	YES	YES
Nassau County Local Mitigation Working Group	Developers of the LMS, Review Committee for continued LMS.	YES	YES
The Residents, Businesses and Visitors of Nassau County	Input and Guidance through Public Forums and Seminars; Members.	YES	YES

**b. Supporting Agencies:** In addition to the above listed participants, the following state agencies have roles in mitigation as defined in the State of Florida Comprehensive Emergency Management Plan and other supporting documents:

- Department of Agriculture and Consumer Services,
- Office of the Attorney General
- St. Johns River Water Management District
- Department of Community Affairs
- Department of Environmental Regulations
- Department of Health and Rehabilitative Services
- Department of Natural Resources
- Department of Insurance
- Department of Transportation
- Department of Business Regulations
- Department of Highway Safety and Motor Vehicles
- Florida Department of Law Enforcement
- Natural Resources Conservation
- SBA Enterprise Florida
- Nassau Soil & Water Conservation Board

**c. Entities with Variances to Policies:** The Town of Hilliard is unaware of any governmental entities that have policies that are at variance with the policies that are outlined herein. It is not the intent of this policy to supplant any legal or formal policies that may be in conflict herewith.

**d. Active Intergovernmental Agreements that support Local Hazard Mitigation:** The Town of Hilliard is a signatory to the Statewide Mutual Aid Agreement and a sub-contractor to the unified county LMS Program.

**e. Resolution to Governmental Conflicts:** Should conflicts arise between governmental entities relating to this mitigation strategy through the processes included in the Intergovernmental Coordination Element of each local government Comprehensive plan, effort will be made in coordination with the Regional Planning Council (RPC) to resolve such conflicts. Should this initiative be unsuccessful, the matter will be reviewed by the Hilliard Town Council and presented to the Nassau County Board of County Commissioners for their final decision on the matter. If conflict still persists, the conflict shall be addressed to the Division of Emergency Management, Local Mitigation Strategy Group, with adjudication by the Department of Community Affairs.

**f. Prioritization of City, Town and County Mitigation Projects:** The process to prioritize the final mitigation projects from the county and the municipalities, submitted for grant funding, will be accomplished in a joint meeting between the Nassau County Local Mitigation Strategy Working Group and the officials from the Town of Hilliard. Should the parties concerned be unable to agree on the priority list, the matter will be presented to a joint board of the Nassau County Board of County Commissioners and the Hilliard Town Council. This process will allow

the mitigation projects to be presented for review and prioritization by the Chairman or Vice-Chairman of the Local Mitigation Strategy Working Group.

## **5. PUBLIC PARTICIPATION**

**a. Local Mitigation Strategy Working Group:** The Town of Hilliard Town Council approved the Local Mitigation Strategy contract on August 6<sup>th</sup>, 1998, which assigned the Town of Hilliard as sub-contractor to Nassau County, contractor and approved the formulation of the Local Mitigation Strategy Working Group at that time. The Working Group consists of members of the Hilliard Town Council and the Town of Hilliard's appointed Representative. See Attachment A for a detailed list of the Working Group Members and their affiliation. The full Working Group had its' initial meeting on August 6<sup>th</sup>, 1998, when the contract was signed and initiated. An additional meeting on October 22<sup>nd</sup>, 1998 was held to approve the Deliverables for Phases A and B, for submittal to the Nassau County Board of County Commissioners.

**b. Procedures for Formally Recognizing the Local Mitigation Strategy Program:** This Mitigation Plan and each of its Deliverable Phases will be approved by the Hilliard Town Council and signed by the Council President. All potential ordinances, drafted community development plan changes, committees and oversight boards recommended by the Working Group have and will continue to be presented to the Hilliard Town Council by the Working Group Representative as agenda items for review and vote.

## **6. EVALUATION AND ENHANCEMENT**

**a. Procedures for Periodic Review of Town Mitigation Strategy:** The following actions will be accomplished, in accordance with the indicated schedule to ensure complete current and long term reviews of this plan and future modifications:

(1) The Town of Hilliard Local Mitigation Strategy Working Group will meet quarterly throughout the contract deliverable phases ensuring proper mitigation projects and programs are addressed and presented. Post contract, the Working Group will continue on a quarterly schedule, unless a disaster or other type of emergency should occur in which case the meeting schedule will be increased to meet the mitigation situation. In a disaster situation, the Working Group will join the County's Office of Emergency Management as early as possible in the recovery phase and assist in the disaster damage assessment process as required. Actions will commence during recovery to review the current strategy and to amend the current plan based on lessons learned from the response and recovery phases of the disaster. The LMS Working Group will support the Post Disaster Redevelopment Task Force with its priorities.

(2) An annual assessment of all mitigation strategies will be made by the Working Group in coordination with all other development committees and boards to ensure connectivity between the groups. This action will be accomplished annually during the month of July to ensure that the Mitigation Strategy is still consistent with the Town of Hilliard Comprehensive Plan and the 5 Year Capital Improvement Plan revisions for that year.

(3) Any proposed changes to the Local Mitigation Strategy Plan, as the result of the annual reviews or actions taken in subparagraphs (1) and (2), above, will be coordinated with the Hilliard Town Council and Nassau County Board of County Commissioners. A public forum will be held to ensure proper public input is addressed prior to any approved changes. Notification of change will be sent to Nassau County and will be disseminated throughout the county through the media and newspaper articles.

(4) Total fiscal responsibility will be adhered to in the strategic development of this Local Mitigation Strategy and any future modifications. Any accomplishment of goals as developed in the Strategy will be contingent upon the availability of funding.

(5) The Local Mitigation Strategy Working Group will work in parallel to and under the tutelage of the Land Use Administrator to assist in the completion of the Evaluation and Reporting phase of the Comprehensive Plan and Land Use Development revisions.

**b. Procedures to Ensure Participation of all the Town of Hilliard in**

**Mitigation:** During the review of each contract phase and prior to revisions in post contract periods, one or more meetings will be conducted with the Working Group and the Hilliard Mitigation Working Group. These meetings will address all proposed modifications and additions attained by the Working Group. After final coordination between all groups, business and the public recommended changes should be submitted to the Hilliard Town Council and the Nassau County Board of County Commissioners for final approval.

**c. Procedures for Exercising the Components of the Local Mitigation Strategic**

**Plan:** The components of mitigation strategy and current plans and policies are executable on a continuous basis throughout the County and the Town of Hilliard. As mitigation initiatives are presented to the Working Group, appropriate officials and industrial representatives will be invited, as necessary, to ensure their continual involvement in both planning and execution of the contract phases of the projects. Periodic site visitation will be accomplished to keep the Working Group in tune with the project Scope of Work, thusly, mitigating any confusion and misdirection.

**PART II: THE MITIGATION PRODUCT**

**7. MITIGATION PROJECT OBJECTIVES**

**a. Approved Goals:** The following is a list of initial hazard mitigation and long-term recovery goals, which have been developed by the Town of Hilliard Local Mitigation Strategy Working Group. These goals are not all inclusive, and will become more refined during the 4 contract phases. These goals include the development of mitigation measures that will identify tasks and milestones for completion of each identified project by the end of the mitigation contract deliverable phase D:

(1) Replacement of under drains on Town roads that cause flooding and washouts over roads during heavy rainfall.

(2) Lining swale areas with concrete runoff aprons to mitigate storm water damage to road edges and in line drainage programs.

(3) Replace selected small bridges and metal drainage, where feasible, on Town roads, with box culverts and/or elevate roadbeds to prevent flooding over roadway during periods of heavy rainfall; reduce elevation of roadbed and armor the swale areas.

(4) Replace selected non-box culverts with box culverts on Town roads that are not sufficiently above flood stage and elevate roadbeds to prevent flooding over roadways during periods of heavy rainfall. Establish hydrology requirements for these replacement programs.

(5) In Hilliard and the surrounding basins, De-snag the 7<sup>th</sup> Avenue outfall and Bay/Front Road outfall.

(6) Re-establish essential hydraulic flow and remove the DAM effect of the man made impediments to water flow within the flood plain.

(7) Investigate and identify where flood level waters could be diverted to nearby drainage basins and design and construct modified spillway gates to achieve the process.

(8) Build a Town Emergency Response Center that is within the Town of Hilliard.

(9) Establish a Needs/ Special Needs review committee for the Town of Hilliard.

(10) Place in pre-determined locations, Road Surface Flood Level Posts, with relevant signage.

(11) Establish a mobile home shelter program for all new mobile home park development sites to ensure that an all hazards shelter, capable of housing all residents, is on site.

(12) Establish a unified concurrence ordinance for the Town of Hilliard.

(13) Develop a Code Enforcement Program, to meet current and future Comprehensive Plans and Mitigation Projects of the Town of Hilliard.

(14) Establish unified evacuation routes for the Town of Hilliard and educate the public on the use of emergency routes, how they are activated and how to return to their homes.

(15) Establish an annual inspection and review process of the DOT Right of Way, in the Town of Hilliard, so as to identify the areas that D.O.T needs to remove debris to ensure unencumbered storm water flow.

**b. Mitigation Goals Matching or Interacting with Active Town Wide Plans:**

<b><u>MITIGATION GOALS</u></b>	<b><u>EXISTING PLAN REFERENCE</u></b>
1. Replacement of under drains on Town roads that cause flooding and washouts over roads during heavy rainfall.	1. Town of Hilliard Comprehensive Plan; III.B.3
2. Lining swale areas with concrete runoff aprons to mitigate storm water damage to road edges and in line drainage programs.	2. Town of Hilliard Comprehensive Plan; III.B.3
3. Replace selected small bridges and metal drainage, where feasible, on Town roads, with box culverts and/or elevate roadbeds to prevent flooding over roadway during periods of heavy rainfall; reduce elevation of roadbed and armor the swale areas.	3. Town of Hilliard Comprehensive Plan; III.B.3
4. Replace selected non-box culverts with box culverts on Town roads that are not sufficiently above flood stage and elevate roadbeds to prevent flooding over roadways during periods of heavy rainfall. Establish hydrology requirements for these replacement programs.	4. Town of Hilliard Comprehensive Plan; III.B.3
5. In Hilliard and the surrounding basins, De-snag the 7th Avenue outfall and Bay/Front Road outfall.	5. Town of Hilliard Comprehensive Plan; III.B.3
6. Re-establish essential hydraulic flow and remove the DAM effect of the man made impediments to water flow within the flood plain.	6. Town of Hilliard Comprehensive Plan; III.B.3
7. Investigate and identify where flood waters could be diverted to nearby drainage basins and design and construct modified spillway gates to achieve the process.	7. Town of Hilliard Comprehensive level Plan; III.B.3
8. Build a Town Emergency Response Center that is within the Town of Hilliard.	8. Nassau County Comprehensive Emergency Management Plan

**MITIGATION GOALS**

**EXISTING PLAN REFERENCE**

- |  |  |
|--|--|
| 9. Establish a Needs/Special Needs review committee for the Town of Hilliard.  | 9. Nassau County Comprehensive Emergency Management Plan                             |
| 10. Place in pre-determined locations, Road Surface Flood Level Posts, with relevant signage.  | 10. No Applicable Plan<br>New Concept  |
| 11. Establish a mobile home shelter program for all new mobile home parks development sites to ensure that an all hazards shelter, capable of housing all residents, is on site.                               | 11. Town of Hilliard Comprehensive Plan; Housing Element                             |
| 12. Establish a unified concurrence ordinance for the Town of Hilliard.  | 12. Town of Hilliard Comprehensive Plan; Future Land Use Element<br>Objective A.1.1. |
| 13. Develop a Code Enforcement Program, to meet current and future Comprehensive Plans and Mitigation Projects.  | 13. Town of Hilliard Comprehensive Plan; Housing Element                             |
| 14. Establish unified evacuation routes for the Town of Hilliard and educate the public on use of emergency routes, how they are activated and how to return to their homes.                                   | 14. Nassau County Comprehensive Plan   |
| 15. Establish an annual inspection and review process of the DOT Right of Way, in the Town of Hilliard, so as to identify the areas that D.O.T needs to remove debris to ensure unencumbered storm water flow. | 15. Town of Hilliard Land Use Element; III.B.  |

**c. Contributing Program and Plan Lineage to the Development of Local**

**Mitigation Strategy:** The linkages between the Town of Hilliard Comprehensive Plan and the Local Mitigation Strategy are significant. The Comprehensive Plan is a detailed vulnerability analysis and the foundation used to develop the strategy. The Comprehensive Plan identifies the overall mitigation needs and requirements and the mitigation strategy then becomes the implementation arm for accomplishing the specific goals in order to meet the Town of Hilliard's requirements.

**d. Specific Comprehensive Plan Goals Addressed in Local Mitigation:** This strategy is not developed for the purpose of identifying new goals and objectives, but to provide a document to address those that already exist in the Comprehensive Plan and 5 Year Capital Improvement Plan. By re-enforcing the goals and tasks of the Comprehensive Plan and the 5-Year Capital Improvement Plan, the mitigation strategy can be the engine to supplant positive initiatives, parallel to the above document's completion paths. It is important that this strategy devotes itself to the continued effort to provide the Town of Hilliard specific preparedness goals required to achieve timely and efficient response and recovery from all disasters.

**e. Mitigation Objectives that are at Variance with other Programs and Policies:** It is the sole intent of this Local Mitigation Plan to support and be in strict accord with all other plans and procedures currently active in the Town. Pursuant to the Mitigation Contract with Nassau County and DEM, this Strategy will identify and recommend a fundamental direction in regards to all future modifications to any and all plans and policy approved by the Hilliard Town Council. Therefore, there are no known variances between Local Mitigation Strategy and approved procedures, plans or ordinances of the Town of Hilliard.

## **8. HAZARD IDENTIFICATION AND VULNERABILITY ASSESSMENT**

This phase of the Local Mitigation Strategy Plan will be addressed in detail when **PHASE C** is completed and delivered to Nassau County by April 1999. The Town of Hilliard does not have any NFIP Program and does not conduct modeling.

## **9. MITIGATION INITIATIVES IDENTIFIED THROUGH THE LOCAL MITIGATION STRATEGY**

### **a. Policies Identified:**

(1) The Housing Element, Section C, of the Town of Hilliard Comprehensive Plan (TOHCP) limits public expenditures in areas identified as subject to repetitive damage from previous disasters.

(2) The Sanitary/Sewage/Solid Waste/Drainage/PW/NGW Element, Section D, of the TOHCP outlines policy that regulates land use, flood plains, non-point source storm water runoff, and the design and location of sanitary sewer and septic tanks in hazard-prone areas, pursuant to Rule 9J-5.012(3)(b) 5, F.A.C.

(3) The Sanitary/Sewage/Solid Waste/Drainage/PW/NGW Element, Section D, of the TOHCP outlines policy that encourages the removal of septic tanks and technologically or industrial hazardous sites from high hazard areas (HAZMAT facilities).

(4) The Conservation Element, Section E, of the TOHCP outlines policy that regulates watershed alteration.

(5) Chapter 14 of the Town of Hilliard Code outlines policy that addresses repetitively damaged and vulnerable residential and commercial structures.

(6) Chapter 14 of the Town of Hilliard Code outlines policy that addresses procedures for post storm reconstruction, such as building moratoria or special emergency permitting procedures.

(7) The Local Mitigation Working Group and the Office of Emergency Management for concurrence with and direct support of local mitigation objectives will review applications for state and federal funding assistance. Applications will then be submitted to the Town of Hilliard for review and approval.

(8) The Hilliard Town Council approved the Local Mitigation Strategy contract on August 6<sup>th</sup>, 1998, and approved the formulation of the Local Mitigation Strategy Working Group at that time. The Working Group consists of elected and appointed members of the Town of Hilliard. The Working Group is chaired by the Mayor to direct mitigation initiatives.

**b. Mitigation Programs:**

(1) The Town of Hilliard, on June 5, 1986 amended and adopted the Standard Building Code as the building code for the Town.

(2) The above referenced building code and the Town of Hilliard Comprehensive Plan provide the development and re-development guidance and regulations relating to hazard mitigation practices within the Town.

(3) The Town of Hilliard's Comprehensive Plan covers procedures that address the following activities which can earn credits in the Community Rating System (CRS); (a) Retrofit of existing shelters and other structures; (b) Emergency Services; (c) Public Information.

(4) The coordination with the local business community in the development of existing and proposed mitigation activities is accomplished through the work of the Local Mitigation Strategy Working Group.

**c. Prioritized Mitigation Projects:** The following is a list of mitigation projects developed by the Local Mitigation Strategy Working Group. Projects are listed by priority and costs where available:

## MITIGATION PROJECTS

## ESTIMATED COSTS

- |  |              |
|--|--------------|
| 1. Replacement of under drains on Town roads that cause flooding and washouts over roads during heavy rainfall.  | 1. \$ 25,000 |
| 2. Lining swale areas with concrete runoff aprons to mitigate storm water damage to road edges and in line drainage programs.  | 2. \$ 10,000 |
| 3. Replace selected small bridges and metal drainage, where feasible, on Town roads, with box culverts and/or elevate roadbeds to prevent flooding over roadway during periods of heavy rainfall; reduce elevation of roadbed and armor the swale areas.                   | 3. \$150,000 |
| 4. Replace selected non-box culverts with box culverts on Town roads that are not sufficiently above flood stage and elevate roadbeds to prevent flooding over roadways during periods of heavy rainfall. Establish hydrology requirements for these replacement programs. | 4. \$100,000 |
| 5. In Hilliard and the surrounding basins, De-sag the 7 <sup>th</sup> Avenue outfall and Bay/Front Road outfall.   | 5. \$375,000 |
| 6. Re-establish essential hydraulic flow and remove the DAM effect of the man made impediments to water flow within the flood plain.   | 6. \$ 50,000 |
| 7. Investigate and identify where flood level waters could be diverted to nearby drainage basins and design and construct modified spillway gates to achieve the process.  | 7. \$ 10,000 |
| 8. Build a Town Emergency Response Center within the Town of Hilliard.   | 8. \$ 30,000 |

**MITIGATION PROJECTS**

**ESTIMATED COSTS**

9. Establish a Needs/ Special Needs review committee for the Town of Hilliard.	9. \$ 1,000
10. Place in pre-determined locations, Road Surface Flood Level Posts, with relevant signage.	10. \$ 10,000
11. Establish a mobile home shelter program for all new mobile home park development sites to ensure that an all hazards shelter, capable of housing all residents, is on site.	11. \$ 25,000
12. Establish a unified concurrence ordinance for the Town of Hilliard.	12. \$ 1,000
13. Develop a Code Enforcement Program, governed by a Code Enforcement Board, to meet current and future Town of Hilliard Comprehensive Plans and Mitigation Projects.	13. \$ 1,000
14. Establish unified evacuation routes for the Town of Hilliard and educate the public on use of emergency routes, how they are activated and how to return to their homes.	14. \$ 5,000
15. Establish an annual inspection and review process of the DOT Right of Way, in the Town of Hilliard, so as to identify the areas that DOT needs to remove debris to ensure unencumbered storm water flow.	15. \$ 2,500

**d. Project Funding:**

(1) The following figures reflect the average approximate annual expenditures on mitigation programs and projects that the Town of Hilliard has spent prior to the start of the mitigation program:

(a) Pre-storm: DSR  
FEMA-1195-DR-FL  
PA ID # 089-30750  
\$ 20,778.00  
Supp # 0

(b) Post Storm: None

(2) The following is a list of available funding mechanisms for mitigation programs and projects:

- (a) Hazard Mitigation Grant Program (HMGP) funding
- (b) Emergency Management Preparedness and Assistance Grant Programs
- (c) Community Development Block Grant Programs
- (d) FEMA's Flood Mitigation Assistance Program (FMAP)
- (e) Town Matching Funds

(3) The following information is furnished relative to the mitigation projects that have been identified for funding:

(a) The Town of Hilliard Local Mitigation Strategy Working Group in conjunction has made evaluation of each project with the Town's Land Use Administrator and Public Works Director:

1. Cost Effectiveness
2. Environmental effects
3. Technical feasibility
4. If each project contributes to the overall strategy outlined in this plan
5. If each project is in conformance with the minimum standards of the NFIP and F.A.C. 9J-5.

(b) The findings of each of the above evaluations produced positive results that support the continued planning and execution for each project that has been identified for a grant funding request.

# ATTACHMENT A

## LOCAL MITIGATION STRATEGY WORKING GROUP MEMBERS (As of 10/98)

<u>NAME</u>	<u>AFFILIATION</u>
Buck Buchanan	Mayor, Hilliard Town Council
Kevin Burnette	Council President, Hilliard Town Council
Mary Lou Humphrey	Council Pro Tem, Hilliard Town Council
Troy Guynn	Council Member, Hilliard Town Council
Cris McConnell	Council Member, Hilliard Town Council
Wendell Walker	Council Member, Hilliard Town Council
Robert Peters	Hilliard Town Attorney
Lisa Purvis	Hilliard Town Clerk, Appointed Representative
Steve Wingate	Public Works Director, Town of Hilliard
Danny Waggoner	Land Use Administrator/Fire Chief, Town of Hilliard