Nantucket Planning and Resilience





Nantucket Costal Conference June 26, 2019 <u>Town of Nantucket</u> Holly Backus – Local Hazard Mitigation Plan Coordinator Chuck Larson, P.E. – Manager of Strategic Projects Jeff Carlson – Director of Natural Resources <u>Milone and MacBroom, Inc</u> Noah Slovin

Coastal Resilience & Hazard Mitigation What has happened since June 2017

- Completed the HMP Update
- Conducted a Community Resilience Building workshop and prepared a summary report (FY19 MVP Grant). Nantucket obtained certification as a MVP Community
- Developed an initial draft of a Coastal Resilience Plan
- Performed a study to visualize flooding conditions in downtown area and the results are being showcased on Friday (FY19 CZM Grant)
- Using the HMP and MVP portfolio of projects/needs and are tracking them against possible funding sources (grants, capital, operational budgets, etc.)

Extreme Weather

- 10/29/2017 storm causing washover at head of Hither Creek. Loss of the iconic stilt house and scour impacts to Millie's Bridge (west end of island)
- 1/4/2018 Nor'easter (Bomb cyclone). Extreme temperatures, winds, and flooding, and the second highest water level recorded at the NOAA tide station. 16" PE sewer force main suffered a catastrophic failure during the storm.
- March 2018 Nor'easters causing breach of Sesachacha Pond and loss of a section of Polpis Rd (major road, east end of island)









MVP - Municipal Vulnerability Preparedness

- The State's program to foster climate adaptation practices and resilience planning, launched in 2017
- Supports cities and towns to identify and build awareness of local strengths and vulnerabilities to climate change and prioritize actions to create a safer and more resilient community
- Conducted an 8-hour workshop to characterize climate related hazards, identify community strengths and vulnerabilities, and come to agreement on the top priority actions for the community.
- Communities who complete the MVP program become certified as an MVP community and are eligible for MVP Action grant funding and other opportunities
- 155 of 351 communities are MVP certified of in the process of certification

The Nantucket MVP



What Did We Learn?

- Clarified the definition of Resilience:
 - The ability to become strong, healthy or successful again after something bad happens
 - Includes activities of the community to prepare and plan for, absorb, recover and more successfully adapt to adverse events
- Resilience Planning encompasses multiple areas of focus (community specific)
 - Infrastructure Resources (the built environment)
 - Environmental Resources (the natural environment)
 - Economic Resources
 - Social/Cultural Resources (the social environment and community well-being environment)
 - Historic Resources
- Resilience Planning requires consideration of the people and social assets (behaviors) along with the "hard assets" that support a community

Priority Actions – Top 5 From the Workshop

1. Resiliency Coordination

Establish a municipal "Resilience Coordinator" position with the following responsibilities:

- Facilitate and coordinate Town-wide resiliency initiatives
- Review existing and new Town Bylaws and Regulations to ensure consistency and efficiency
- Develop new resiliency policies
- Foster ongoing community resilience discussions within the community, including with the MVP workshop stakeholder group, through meetings and hosting subject-matter experts

2. Isolation from the Mainland

Develop an "Isolation Master Plan" that addresses resiliency and redundancy of access routes to and from Nantucket. The plan should address:

- Resiliency of existing transportation infrastructure and facilities to climate change and severe weather events
- The potential for development of permanent alternative access routes and/or facilities
- Emergency protocols in case key routes are blocked or facilities damaged

3. Tidal Wetland Restoration

• Enact a long-term wetland restoration and preservation strategy to protect and grow this important community asset. Landward migration of tidal wetlands with sea level rise should be considered.

4. Historic Preservation Guidelines

- Develop guidelines to preserve historic streetscapes while mitigating hazards.
- These guidelines should provide information specific to the different and unique types of historic resources found on Nantucket, as well as the different and unique hazard threats in different areas of the Island.

5. Infrastructure Resiliency Plan

Develop a plan to ensure redundancy and reliability of the Island's roadway, water, and wastewater systems in the face of a changing climate and severe storms. The plan should include and address:

- Through a long-range plan, similar to a roadway/pavement management plan
 - Development of alternate routes in case roads or bridges are rendered impassible
 - Identification and prioritization of sites for road relocations, elevations, and/or hardening
 - Identification and prioritization of sites for culvert or bridge upsizing or construction
- Water and wastewater utility system resiliency

Next Steps

- Strengthen and formalize Resilience Planning across all Town Departments an integrated effort
- Coordinate and expand grant projects with the Energy Office
- Obtain new grant opportunities building on the current MVP and HMP plans
- Continuously learn and seek out new information and knowledge to improve our Resilience Planning and Sustainability Planning efforts



To mitigate the detrimental impacts of natural hazards to Nantucket, while maintaining and enhancing the Island's quality of life, **historic essence**, aesthetic beauty, and natural and habitat resources"

September 2017 – initiation meeting October 2017 – 1st public meeting November 2017 – 2nd public meeting December 2017 – interviews with Town staff October through December 2017 – public online survey



Areas of Concern:

- Access to the Mainland
- Isolation within the Island
- > Historic Resources
- Power Supply Resiliency
- Climate Change

New Goals:

• Reduce the loss or damage to life and property caused by natural disasters

Select Board & FEMA adopted March 2019

- Protect Town infrastructure, and natural, cultural, historic and economic resources from natural disasters
- Maintain the Island's emergency response capabilities
- Reduce public and private natural disaster damage and insurance costs
- Reduce the social, emotional, and economic disruption associated with natural disasters



Approximately 60 Mitigation Actions and Strategies
 As of June 2019:

23 underway

million -

2 completed



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MILONE & MACEROOM

SOME of the Mitigation Actions & Strategies:

- Complete the Community / Coastal Resilience Plan and Become an MVP Community (completed)
- Complete mutual aid agreement with the Nantucket Conservation Foundation, Nantucket Land Council, Nantucket Land Bank, and Massachusetts Audubon Society for firefighting assistance (underway)
- Review the Nantucket Intermediate School and Elementary School and determine their abilities to serve as emergency shelters
- Develop a comprehensive storm water management plan that addresses needs and priorities to reduce flooding and improve drainage (*underway*)
- Develop a plan to relocate important hard-copies of Town records (including records in Finance, Health, Natural Resources Departments) to a new storage location outside of the locations susceptible to flooding
- Obtain necessary radios and chargers for DPW staff and equipment to operate efficiently during town-wide emergencies (completed)
- Design and complete repairs to Children's Beach storm water pump and outfall to improve reliability, reduce/eliminate backflow into the pump and drainage system during high tides (underway)

/ Included Historic & Cultural Resources within the HMP

- ✓ Prioritized Strategies identified:
 - Strategy #A10 Conduct a targeted hazard vulnerability assessment of historic structures and offer technical assistance to property owners.
 - Strategy #F8 Adopt a set of design guidelines to encourage flood proofing and elevation of structures while maintaining their historic characters. The NFIP Floodplain Management Bulletin FEMA P-467-2, "Historic Structures."

Integrating Historic Property and Cultural Resource Considerations Into Hazard Mitigation Planning State and Local Mitigation Planning State and Local Mitigation Planning State and Local Mitigation Planning How To Guide

FEMA

Rising tides...

Massachusetts Sea Level Rise and Coastal Flooding Viewer

Interactive maps of coastal flooding areas and community facilities and infrastructure based on: sea level rise scenarios, Federal Emergency Management Agency coastal flood zones, and hurricane surge models.



R ¥ 2

Intro Sea Level Rise FEMA Coastal Flood Zones Hurricane Surge

This map shows the National Oceanic and Atmospheric Administration (NOAA) modeling of coastal flooding above Mean Higher High Water (MHHW, the average height of daily highest tide) with six increasing levels of sea level rise (1-foot increments up to six feet). This map does not account for storm surge, waves, erosion, and other dynamic factors. Future updates to the viewer will include maps that depict water levels from storm-driven flooding under sea level rise scenarios. See CZM's <u>Sea Level Rise Guidance</u> (PDF, 3.0 MB) for more information on sea level rise rates and projections, as well as general advice in the selection and application of scenarios for coastal vulnerability assessments.

Zoom in until the mapped extents of the sea level rise scenarios come into view. Community facilities and infrastructure are identified with an icon and facility outline. Click the icon for a pop-up box displaying the facility name, type, town or city, and water levels under the sea level rise scenarios. Flood levels represent water depth in feet above 0 <u>NAVD 88</u>, rather than above the ground surface. See the <u>Sea Level Rise Scenario figure</u> (PDF, 155 KB) for a visual representation of the information depicted on the map. Coastal flood data can be directly compared for each facility by switching viewer tabs.

For planning purposes only. Sea level rise data courtesy of NOAA, January 2013. Please see the <u>technical</u> <u>report</u> (PDF, 272 KB) for data sources and processing steps.

Potential Extent of Mean Higher High Water (MHHW) with Sea Level Rise

MHHW
MHHW + 1 ft Sea Level Rise
MHHW + 2 ft Sea Level Rise
MHHW + 3 ft Sea Level Rise
MHHW + 4 ft Sea Level Rise
MHHW + 5 ft Sea Level Rise
MHHW + 6 ft Sea Level Rise



+ Airport





Washington Street

Polpis Road





Protection



Adaptation



Retreat

NANTUCKET COASTAL PLAN

Bringing together the HMP and MVP

NANTUCKET COASTAL CONFERENCE

JUNE 26, 2019









Coastal Resilience



Community Vulnerabilities



Resiliency Strategies



PLAN OVERVIEW

PHOTO: NOAH SLOVIN

PLAN OVERVIEW OTHER PLANNING EFFORTS



Hazard Mitigation Plan

- All Natural Hazards
- Regulatory Document
- Affects Flood Insurance
- Positions for Mitigation Grants
- Limitations
 - 5-year planning window
 - Focus on loss reduction
 - Highly prescribed
 - Risks defined by looking at past





PLAN OVERVIEW OTHER PLANNING EFFORTS

- Massachusetts Commonwealth-Wide
- Community Resilience Building (CRB) Approach
 - Stakeholder-Developed Priorities
 - Develop Relationships and Support
 - Process is Part of the Goal
- Two Opportunities
 - MVP Planning Grant
 - Stakeholder Workshop
 - Public Listening Session
 - Identification of Top Actions
 - MVP Action Plan
 - Implementation of Top Actions
 - Must be MVP Certified
- Other Benefits
 - MVP Communities get Priority for State Funding

UTILIZE PARTNERSHIPS & LEVERAGE EXISTING STRENGTHS





PLAN OVERVIEW COASTAL RESILIENCE PLAN

Coastal Resilience Plan

- Coastal Hazards
 - (flood, wind, erosion)
- Community-wide Vision
- Positions for Various Funding
- Strengths
 - Focus on resilience
 - Long-term planning window
 - Comprehensive
 - Cross-sector
 - Interdisciplinary
 - Forward-looking
 - Flexible content & format



PLAN OVERVIEW COASTAL RESILIENCE PLAN

Three Intentions

- Assess Risk and Vulnerability using GIS mapping and projections of future conditions
- Present a Menu of Resiliency Solutions the Town can choose from to achieve resiliency goals
- Identify Policy Changes to be considered by the Town's Coastal Resiliency Advisory Committee and Coastal Resiliency Coordinator, that will enable implementation of resiliency solutions



COASTAL RESILIENCE

PHOTO: HURRICANE SANDY.JASON GRAZIADEI

COASTAL RESILIENCE WHAT IS IT?

What is Resilience?

- Capacity to establish a positive trajectory after a disturbance or event
- Resist (prepare), Absorb, Recover, Adapt

Risk = Vulnerability x Frequency

Vulnerability: how susceptible to loss or damage?

Frequency: how often does the event happen?

Minimize Vulnerabilities Capitalize on Strengths

- Infrastructure
- Social Capital
- Natural Environment



- Economic Environment
- Historic Resources
- The Nantucket Experience



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COASTAL RESILIENCE PRIORITY RISKS & HAZARDS ON NANTUCKET

TOP PRIORITY HAZARDS





COASTAL RESILIENCE FUTURE CHANGES

Average Rate, 2050

Average Rate, 2070

Short Term Rate, 2070

Long Term Rate, 2070

High Water Shorelines

1844 - 1897

1909 - 1938

🛃 1943 - 1969 🖊 1970 - 1982

/ 1994 / 2000

/2001

12007 - 2009





2 km

COASTAL RESILIENCE FUTURE CHANGES

- Accelerated Sea Level Rise
- More Intense & Frequent Storms
- Increased Precipitation
- More severe droughts
- Warming Temperatures
- Other Changes
 - Accelerated Erosion
 - Insect & Tick-borne Illnesses
 - Changing Seasonal Patterns
 - Agricultural Impacts
 - Changing Habitats
 - Evolving Fisheries





COMMUNITY VULNERABILITIES PRIMARY CHALLENGES FOR NANTUCKET

- Downtown and Brant Point flooding from storm surge.
- Downtown flooding during severe rain.
- Erosion in many parts of the island.
- Isolation from the mainland.
- Fragmentation risk if roads and bridges are damaged or flooded.
- Utility (water, wastewater, electric) systems in risk zones.
- Historic properties and sites threatened by flooding or erosion.
- Piecemeal mitigation structures lead to inconsistent protection levels.
- Lack of consensus re: hazard mitigation implementation best practices.
- Development pressure, growing summer population, increased traffic.



RESILIENCY STRATEGIES

PHOTO: /WWW.SUSTAINABLENANTUCKET.ORG

RESILIENCY STRATEGIES MENU

Categories of Options	Specific Options
	Seawalls & Bulkheads,
	Groins & Breakwaters,
Shoreline	Floodwalls & Levees
Protection	Beach & Dune Management
	Hybrid Techniques, Bioengineered Banks, Artificial Reefs
	Tidal Wetland Management
Community	Stormwater Management & Surcharge Prevention
Community Infrastructure	Road Elevation & Alternate Route Identification or Construction
Protection	Water Supply Adaptation and Protection
Protection	Sewer Pumping Station Retrofits, Wastewater Treatment Plant Protection
Property Elevation, Floodproofing, Site-Scale Floodwalls, or Barriers Adaptive Re-use (Floodable Lower Floors)	
Dogulatory	Flood Damage Prevention Ordinance Modifications
Regulatory Zoning Regulations Modifications	
TOOIS	Rolling Easements
Procedural	Emergency Planning and Preparation
Tools	Maintenance Planning and Operations
	Education and Training for Municipal Staff
Public & Institutional Education	Public Meetings, Workshops, Websites, and Publications
	Advise Property Buyers

RESILIENCY STRATEGIES CONSIDER EXPLORING POLICY RECOMMENDATIONS

Managed Retreat

Empower and encourage residents to take the steps required for retreat when necessary. Promote migration of tidal wetlands onto undeveloped adjacent land as sea levels continue to rise.

Protection & Elevation Policy for Downtown and Brant Point

Develop and adopt policies for asset protection and elevation in the Downtown and Brant Point areas (due to significant concentration of economic, infrastructural, cultural, and other values).

Design Guidance for Coastal Hazard Mitigation Infrastructure

Protect individual assets while integrating with an Island-wide resiliency strategy. Examples from New York City and the Port Authority of New York and New Jersey.

Beach Nourishment

Beach nourishment can be an effective means of offsetting erosion effects. Many beaches around the Island are privately owned. The Town should work to make this action more accessible to private property owners.

Substantial Damage / Substantial Improvement Regulations

Any structure that experiences Substantial Damage or undergoes Substantial Improvement must be brought into compliance with the most recent regulations.

Resilience Plan for Public Ferries

Weather-related interruptions to ferry services may increase with climate change and sea level rise. Nantucket must develop a resilience plan for off-island transportation.

Relocate Municipal Facilities

Key municipal facilities located in at-risk areas will need to be relocated over time.

Foster Business Resilience

Nantucket should work with business owners to identify business resiliency needs and barriers, create a regulatory framework that encourages businesses to take resiliency actions, and provide other incentives, assistance, and support.

MACBROOM

Turning Plans Into Action

- Priority
 - Coastal Resiliency Advisory Committee
 - Coastal Resiliency Coordinator
- Outreach and Support
- Funding
 - Grants Mass CZM, MVP Action Grants, NOAA
 - Operating Budgets
- Permitting
- Construction/Implementation



Sesachacha Pond/Polpis Road Living Shoreline and Breakwater