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# Metropolitan Nashville and Davidson County Multi-Hazard Mitigation Plan Annual Progress Report December 2020

The purpose of this document is to continue to provide an annual progress report of activities associated with the Multi-Hazard Mitigation Plan of Metropolitan Nashville and Davidson County, and its satellite cities. We will also cover the background information of the hazard mitigation plan and the planning process.

## **Annual Progress Report**

Every year, the Nashville Office of Emergency Management (OEM) will create and submit an annual report (excluding full revision years), in coordination with the Community Planning Team, for progress of the Multi-Hazard Mitigation Plan review and revisions.

This report is for informational purposes only and does not require action by the Metropolitan Nashville City Council or Mayor. Therefore, this report will be sent electronically to the Metropolitan Mayor, City Council and State National Flood Insurance Program (NFIP) Coordinator, and will be available to the public on the OEM website (<a href="www.oem.nashville.gov">www.oem.nashville.gov</a>), and released to the media via a media release by the OEM Public Information Officer.

#### **Background**

As part of the overall community planning effort for hazard mitigation, the Metropolitan Government of Nashville and Davidson County, Tennessee, (Metro) has prepared a Multi-Hazard Mitigation Plan pursuant to the requirements of the Disaster Mitigation Act of 2000 (DMA) (Public Law 106-390).

Hazard Mitigation is defined as any sustained action taken to reduce or eliminate long-term risk to human life and property from hazards. Hazard Mitigation Planning is the process through which the hazards that threaten communities are identified, the likely impacts of those hazards are determined, mitigation goals are set, and appropriate strategies that would lessen the impacts are identified, prioritized, and implemented.

Hazard Mitigation Planning is a requirement for state and local governments to maintain eligibility for certain federal disaster assistance and hazard mitigation funding programs, such as the Federal Emergency Management Agencies (FEMA) Community Rating System (CRS) and Flood Mitigation Assistance (FMA) programs. The Nashville Office of Emergency Management has formulated a single planning process that melds these two sets of planning requirements together and meets the requirements of a total of six major programs: CRS, FMA, DMA, Hazard Mitigation Grant Program (HMGP), FEMA's Pre-Disaster Mitigation Program (PDM), and flood control projects authorized by the U.S. Army Corps of Engineers (USACE). Metro is both a community at risk and a community that has benefited from federal mitigation funding programs.

FEMA planning regulations and guidance stress that each local government seeking FEMA approval of their mitigation plan must participate in the planning process. This means that all satellite cities within

Davidson County that want to take advantage of these programs must either participate with Metro in this plan or create their own stand-alone mitigation plan and submit it to FEMA.

The current Multi-Hazard Mitigation Plan was last fully revised and adopted by the Metro Nashville and Davidson County Mayor on May 8<sup>th</sup>, 2020, and subsequently by four satellite cities of Belle Meade, Berry Hill, Forest Hills and Goodlettsville. (The city of Oak Hill is in the process of adoption.) FEMA officially approved this plan on May 12<sup>th</sup>, 2020, and the approval is good for a period of five years, to May 11<sup>th</sup>, 2025. There was not an annual report completed in 2019, as that was the full revision year. This plan and associated action items will go through quarterly reviews by the Community Planning Team, and any revisions that need to be made will be done upon team consensus.

## **Planning Steps**

The Hazard Mitigation Plan planning process involves ten main steps:

- 1. Organize. The lead agency is the Nashville OEM and the Community Planning Team (CPT).
- 2. <u>Involve the Public</u>. The public is afforded the opportunity to provide input and comment throughout the planning process.
- 3. Coordinate with other Departments/Agencies. Coordination with other community planning efforts is paramount to the success of the plan. This plan and the process integrates many other plans, studies, reports etc., along with the CPT reaching out to other key agencies such as the U.S. Army Corp. of Engineers, U.S. Geological Survey and State of TN agencies to name a few.
- 4. Assess the Hazard. The Nashville CPT conducts Hazard Identification Risk Assessments (HIRA) which identifies hazards for the planning area. This process also researches previous occurrences, those that might occur in the future, and the likelihood of their occurrence or reoccurrence.
- 5. <u>Assess the Problem</u>. This is where the team conducts vulnerability and capability assessments to understand the impact that each hazard would have and to determine the current ability of the planning area to mitigate the hazards through existing policies, regulations, programs and procedures.
- 6. <u>Set Planning Goals</u>. Planning goals are established to incorporate improvement areas identified in Step 5 into the mitigation plan. The current goals and objectives set by the CPT are:
  - Goal 1: Reduce exposure to hazard related losses for existing and future development.
    - ➤ Objective 1.1: Strengthen the existing flood hazard mitigation program.
    - ➤ Objective 1.2: Protect critical facilities, utilities, and infrastructure.
    - > Objective 1.3: Improve the coordination of severe weather mitigation actions.
    - ➤ Objective 1.4: Develop a coordinated set of mitigation actions that address geological hazards (earthquakes, sinkholes, and landslides).
  - Goal 2: Promote awareness of hazards and vulnerability among citizens, business, industry, and government.
    - ➤ Objective 2.1: Develop a seasonal multi-hazard public education campaign to be implemented annually.
  - Goal 3: Maximize use of available funding.
    - ➤ Objective 3.1: Identify multiple objective opportunities that can be used to support mitigation activities.

- ➤ Objective 3.2: Identify and analyze project cost share options.
- ➤ Objective 3.3: Submit mitigation project applications annually at a minimum.
- 7. Review Possible Mitigation Activities. The CPT reviews previous activities and goals along with any new activities and/or goals presented to the team. The team continues to focus on the following categories of mitigation measures:
  - Prevention;
  - Property Protection;
  - Structural Projects;
  - Natural Resource Protection;
  - Emergency Services; and
  - Public Information
- 8. Action Plan. The action plan presents the prioritized recommendations for Metro to pursue to lessen the vulnerability of people, property, infrastructure, and natural and cultural resources to future disaster losses. This also includes a cost estimate, community benefit and any potential funding sources.
- 9. Adopt the Plan. Upon completion, the Metropolitan Mayor adopts the plan by letter of promulgation and the satellite cities are given the opportunity to adopt this plan as their city plan through letters of resolution at their respective public meetings.
- 10. Implement the Plan, Evaluate its Worth, Revise as needed. Upon adoption, the mitigation plan faces the truest test of its worth, implementation. Many worthwhile and high priority mitigation actions have been recommended and the CPT must decide which action to undertake based upon priority and available funding. In addition, the plan requires regular maintenance. Annual reviews and updates must be completed and will help in evaluating the implementation of the plan.

#### **Real Events Lessons Learned**

Over this past year, there have been many lessons learned from the March tornado, and of course the response to COVID-19. Not all lessons learned can be part of hazard mitigation, but the Community Planning Team looks at the lessons learned, and addresses what they can within the mitigation plan during the next plan review/revision. Here are a few topics that the Community Planning Team noted that they feel need to be addressed within the mitigation plan in the future:

- Community Preparedness
- Clean-up (debris) Safety
- Data Sharing
- Pre-made mapping/programs

During the next hazard mitigation plan review in March 2021, the Community Planning Team will work towards addressing these lessons learned along with any others brought up, and possibly adding mitigating actions within the hazard mitigation plan.

## **Community Planning Team (CPT)**

The DMA planning regulations and guidance stress that each local government seeking the required FEMA approval of its mitigation plan, must participate in the planning process. The Community Planning

Team (CPT) is led by the Nashville Office of Emergency Management and composed of Metro employees from various departments, satellite city representatives, public utility agencies and State and Federal agencies. The CPT is responsible for the annual reviews and any revisions and updates to the plan, along with taking the lead with action items and following up as appropriate.

Additional agencies and stakeholders have been and will continue to be contacted to serve as subject matter experts, to coordinate programs and to help support the community's efforts. These agencies have previously included the U.S. Army Corps of Engineers and the National Flood Insurance Program (NFIP) State Coordinator to name a few.

During the five-year full revisions, many more personnel are added to the planning team to assist in the endeavor. The following table lists members who participated on the Community Planning Team during the 2019-2020 full revision this past year:

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 $<sup>*</sup>denotes\ personnel\ no\ longer\ with\ CPT\ and/or\ their\ organization.\ Replacements\ have\ since\ been\ made\ from\ their\ organization.$ 

# **Mitigation Action Plan**

The Community Planning Team has established an Action Plan that lists mitigation initiatives called action items. The Action Plan presents the prioritized recommendations for Metro to pursue to lessen the vulnerability of people, property, infrastructure, and natural and cultural resources to future disaster losses. The recommendations are listed under their corresponding goal and each item includes a cost estimate and community benefit.

New projects/action items are recommended by CPT members at the review meetings. If the CPT agrees to the action item, it is added to the list. Unfortunately, some project deadlines are not met due to lack of funding, staff availability or similar. The CPT will continue to keep these items in the Action Plan until it is either complete or the CPT determines it is no longer feasible.

Attached is a *summarized* list of the recommended actions and their most recent updates for this 2020 Annual Report. The full Multi-Hazard Mitigation Plan includes all detailed information for each action item (and associated goals/objectives) and updates since the creation of the action item and can be found on Nashville OEMs website <a href="https://www.oem.nashville.gov">www.oem.nashville.gov</a>.

## **Summary**

Metropolitan Nashville and Davidson County, through the CPT, is committed to continuing to enhance mitigation efforts as much as possible to reduce or eliminate risk to human life and property from hazards in our community. We are proud to have maintained a Class 8 certification with the Community Rating System, and to bring associated flood insurance discounts to our community. In addition to the community discount, this plan and associated actions will allow us to continue to take advantage of future funding available for hazard mitigation activities. The continued collaboration, coordination, and support from partners inside and outside of Metro Nashville government, including our satellite cities and community at large, plays a critical part in the success of hazard mitigation all around.

Heidi J. Mariscal Nashville Office of Emergency Management Planning, Training, Exercise Coordinator

Action #	NASHVILLE/DAVIDSON COUNTY HAZARD MITIGATION ACTION PLANS SUMMARY & 2020 UPDATES	Lead Responsible Agency	
1-1	Based upon the priority list, the action plan recommends that Metro initiate design and construction of high priority capital improvement projects.	MWS	
2020 update	MWS continues to dedicate capital funds to high priority stormwater projects. The proposed capital budget for FY22 is \$27M.		
1-2	The CPT recommends that ordinance language to provide added protection for critical facilities and prohibit hazardous materials and public health hazards from the floodplain is drafted, circulated for review and adopted.	MWS, Planning, Codes	
2020 update	The process to update the Stormwater Management Manual is ongoing. Also, Metro Water Services is currently considering "Flood Design Class" provisions outlined in the FEMA ASCE 24-14 Flood Resistant Design and Construction standard, which relates to "critical facility" minimum elevation and/or floodproofing measures for potential inclusion in Metro Stormwater requirements.  The Department of Codes and Building Safety, through the Cityworks permitting system, are now tracking all new construction permits to Metro Water Services for review of Stormwater Grading, and Floodplain issues prior to issuance. Upon review by MWS, they have the option to add any additional reviews felt necessary including a final approval prior to final use and occupancy being approved.		
1-3	The Nashville Office of Emergency Management (OEM) should review the costs and benefits of preparing a detailed flood response plan that identifies specific actions to take at different flood level predictions.	ОЕМ	
2020 update	Nashville's SAFE program already serves the purpose of identifying action levels and identifying locations that may be in harm's way when flooding conditions may be imminent. MWS's Watershed Advisors are trained in SAFE on a regular basis and are present in the EOC when flooding is the situation at hand. OEM and MWS agree that due to the current SAFE programs' capabilities, a separate flood response plan is not necessitated. Instead, OEM and MWS will create a multi-agency Flood Response Standard Operating Procedure which will outline who, what and when with flood responses before or during EOC activations.		
1-4	The studies underway in the approximate A Zones should be completed and adopted into Metro's floodplain regulations. The studies should then be submitted to FEMA with a request to revise the FIRM.	MWS	
2020 update	FEMA had suspended the approval process for the new FIRMs due to COVID-19, but are now prepared to start the 90-day appeal period in early 2021. After the appeal period is completed, Metro Council will adopt the new maps. We anticipate adoption to occur in the fall of 2021.		
1-5	Develop a property acquisition plan and associated policies to acquire properties in the repetitive loss areas.	MWS	

2020 update	MWS continues to focus on the purchase and demolition of homes on FEMA's Repetitive Loss List. To date purchased and the properties have been converted to perpetual open space. 13 additional RL homes are incapplications awaiting approval and funding through FEMA. MWS has purchased 12 homes on Mill Creek of Creek through projects with the USACE. The total number of homes on those two projects is 100. MWS is applications to be submitted to FEMA in early 2021.	cluded in grant and 3 homes on Sevenmile
1-6	Fund, acquire, and install appropriate hardware and software.	OEM
2020 update	OEM and ESC's are still utilizing the free LEEP program within the FBI. Tornado sirens were recently upg 2020. During 2020 tornado response and COVID-19 response, miscellaneous IT related items were installe including but not limited to WebEx video conference system to be utilized from within the EOC. OEM recommended keeping this action item open to continue to improve technology for information sharin programs etc. to improve on the EOC's effectiveness and efficiency.	ed within the EOC,
1-7	The MWS Stormwater Division should review the costs and benefits of formalizing Metro's inspection and maintenance program to include detention facilities as well as streams and ditches.	MWS
2020 update	Metro Water Services Stormwater has now fully implemented a Stormwater Control Measures (SCMs) inspected program to ensure SCMs – to include detention ponds – are being inspected and maintained by parcel own are currently in place within Metro Nashville with that number currently growing by approximately 400 SC Stormwater staff inspected over 3,045 SCMs in fiscal year 2020 and over 11,600 SCMs since fiscal year 20 re-inspections after maintenance was performed by the owners. This inspection program has led to numero maintenance being maintained/made functional again. Additionally, Metro Stormwater Maintenance Staff of stormwater drainage concerns (over 1,050 in fiscal year 2020). Maintenance crews also proactively mainted chronically problematic drainage locations prior to rain events as these locations are prone to flooding durently Stormwater crews also routinely inspect and, if needed, maintenance and clear the Dry Creek Weir flood prior to fully function during significant rain events.	ers. Nearly 6,000 SCMs Ms per year. Metro 14, which includes many us SCMs in need of continue to investigate mance between 30 to 40 cing certain rain events.
1-8	It is recommended that the definition of a critical lot be expanded to include specific geological details and defined subjectively during plat review and that the critical lot concept be used in review of other developments.	MWS, Planning, Codes
2020 update	From the recent update to this plan 2019-2020, it was agreed upon to convene a group of personnel from Metro Codes, Metro Planning, Metro Water and OEM to look at the larger picture to determine if this warrants pursuing wider critical lot oversight, and if so, how can this be achieved Metro wide. Currently, Planning does not have the ability to flag critical lots if they are existing, only new plats. Regulations will need to be discussed as well as processes and procedures for all critical lots, not just subdivisions.	
1-9	MWS Drainage Maintenance staff should make site visits in response to complaints or inquiries from property owners. Staff should be trained in retrofitting techniques and be comfortable providing retrofitting guidance during site visits.	MWS

2020 update	Stormwater Group conducted a training session in FY20 with MWS Dispatchers and Call Center rep mana on the notification processes and routings needed to ensure that community stormwater concerns can be acappropriate Stormwater staff.		
1-10	Closed out – Combined with Goal #2		
1-11	It is recommended that Metro personnel participate in training in the use of the RSDE program.	MWS	
2020 update	The Residential Substantial Damage Estimator (RSDE) was not addressed at the 2019 conference, and this conference was cancelled for 2020. MWS will continue to look for a class on the RSDE for the plan review staff at Metro Development Services.		
1-12	The CPT recommends assisting the City of Goodlettsville with the FEMA repetitive loss buyout program and associated flood mitigation initiatives.	MWS, OEM, TEMA	
2020 update	MWS has received preliminary data for the dry creek study on July 31st, 2019 from USACE. Goodlettsville has requested a camera along the channel to assist with reliable real time monitoring of flood conditions. The area continues to be Goodlettsville's highest threat sector for a flood to suddenly impact residential occupancies in a life-threatening way. MWS will contact TEMA for future possibilities with funding options, and it is recommended that Goodlettsville also contact TEMA for more assistance.		
1-13	The CPT recommends assisting local colleges and universities in obtaining outdoor early warning sirens through grant funding and connecting them to the city's existing early warning siren systems.	OEM	
2020 update	Belmont and TSU were interested in possibly having a new tornado siren located on their property. This information was sent on to those responsible for planning for the siren upgrades and additions in 2019-2020, however these locations were not ones picked based on current siren coverage and population. This will continue to be on the radar for future project opportunities.		
1-14	The satellite city of Oak Hill (located within Davidson County, TN) is aware of certain areas in their jurisdiction that have historically experienced flooding during significant rain events. In an effort to address these and any other such issues that may exist, Oak Hill has initiated a 3 Phase Drainage Study/Correction Plan (see below). It is recommended to include this project from The City of Oak Hill in this Multi-Hazard Mitigation Plan as it mirrors actions with Metro Water Services and applies to the over goal.	City of Oak Hill	
2020 update	The USACE project on Browns Creek has not been funded by either Metro or the USACE. MWS will coordinate with the City of Oak Hill as the project moves forward.		
1-15	Based upon the priority list, the action plan recommends that Metro initiate design and construction of high priority capital improvement projects	MWS	
2020 Update	MWS' ongoing leak detection contract was renewed for another 5-year term [with the same leak detection subcontractor who has been working with us for the past 15 years (WSO)]. In the next five years of the program, it is MWS' intent to implement permanent district metered areas (DMAs) utilizing existing pressure zone boundaries in an effort to detect leaks earlier. The program will also continue to perform condition assessments on critical water transmission mains in the distribution system in order to catch defects		

	prior to them becoming leaks or a structural failure in the pipe.		
1-16	The Clean Water Nashville Overflow Abatement Program (CWNOAP) Design Management Manual (Section 2.6.1) stipulates that all plan projects abide by the following flood elevation considerations.	MWS	
2020 update	Metro Water Services now elevates all 'new construction' facility structures to the 500 year flood elevation plus 2 feet. The CPT recommended closing this action item.		
1-17	Completed – Closed out	NES	
1-18	In restoring MWS' water and sewer facilities from 2010 Flood impacts, site-specific flood risk mitigation was employed as possible/feasible in bringing facilities back online. Further, it has been MWS's practice since the May 2010 flood to incorporate flood mitigation into capital projects planned for the facilities that were impacted by the flood. Since the flood, the designs were modified to elevate the facilities above the flood of record to minimize the potential impacts of future floods.	MWS	
2020 update	MWS continues to work with FEMA regarding funding relating to the remaining project elements. MWS is currently moving one process-critical project forward, apart from FEMA funding (water plant process improvement project). One other project has been approved for FEMA funding with the design currently in the big acquisition process (WWTP floodproofing project).		
1-19	Evaluate regulatory standards, infrastructure needs, and/or funding strategies to improve stormwater runoff and local flooding in rapidly redeveloping areas.	Codes, Planning, MWS	
2020 update	Newly added in 2019/2020 revision.		
1-20	Create a central depository of geological events within Metro, to include landslides and sink holes within the county.	Planning, Codes, MWS, OEM, PW	
2020 update	Newly added in 2019/2020 revision.		
1-21	In conjunction with Action #1-13, the CPT acknowledges the importance of working with and assisting our local universities with emergency preparedness and hazard protection. Assist TSU in their work towards a robust hazard mitigation plan beyond this mitigation plan.	TSU	
2020 update	Newly added in 2019/2020 revision.		
1-22	Evaluate and create a process/strategy to advance the Nashville-Davidson County CRS rating to at least a 6, which would give the community a 20% discount on flood insurance.	MWS, Metro Codes	

2020 update	Newly added in 2019/2020 revision.		
2-1	Develop and conduct a multi-hazard, seasonal Public Awareness Program that provides citizens and businesses with accurate information describing the risk and vulnerability to natural hazards and is implemented on an annual basis.	OEM, MWS	
020 update	A new group, 'Public Campaign Coordination Group' was created to accomplish this action item on an on multi-agency and is being led by Nashville OEM. This action item also pushed us to create a new section w 'Public Outreach'.		
2-2	Metro Water Services should request the state NFIP Coordinator to conduct Agent and Lender Workshops in support of the community's overall NFIP program efforts.	MWS	
2020 update	Need to have a discussion with the NFIP state coordinator, Amy Miller, to discuss training for insurance agents and lenders on NFIP topics.		
2-3	MWS currently sends an annual mailing to the approximate 10,000 properties located within the 100-year floodplain. It is recommended that MWS Stormwater Division continue the mailing and that the mailing be modified to include other natural hazards of concern that have been identified through the hazard mitigation planning process.	MWS	
2020 update	MWS will create and evaluate the additional mailer list to satellite cites in Davidson County for the next annual mailer.		
2-4	Completed – Closed out	MWS	
3-1	Work is on-going. Closed out	MWS, OEM	
3-2	Completed – Closed out	MWS, OEM	
3-3	Closed out – re-evaluate at 2025 revision	MWS	
3-4	Develop a financial strategy to design and construct large capital improvement projects. The strategy shall incorporate a cost-sharing plan to leverage local, state, and federal funding for stormwater management activities and projects.	MWS	
2020 update	The storm water improvement project on Murfreesboro Road funded through TDOT, MWS, and MPW has been completed. MWS is working with a consultant to evaluate the SW rates to plan for future funding needs.		
3-5	The CPT recommends applying annually for potentially available HMGP and FMA grants.	MWS, OEM	
2020 update	MWS is currently working with TEMA to prepare and submit mitigation grant applications for additional home buyout projects.		