

Working Draft

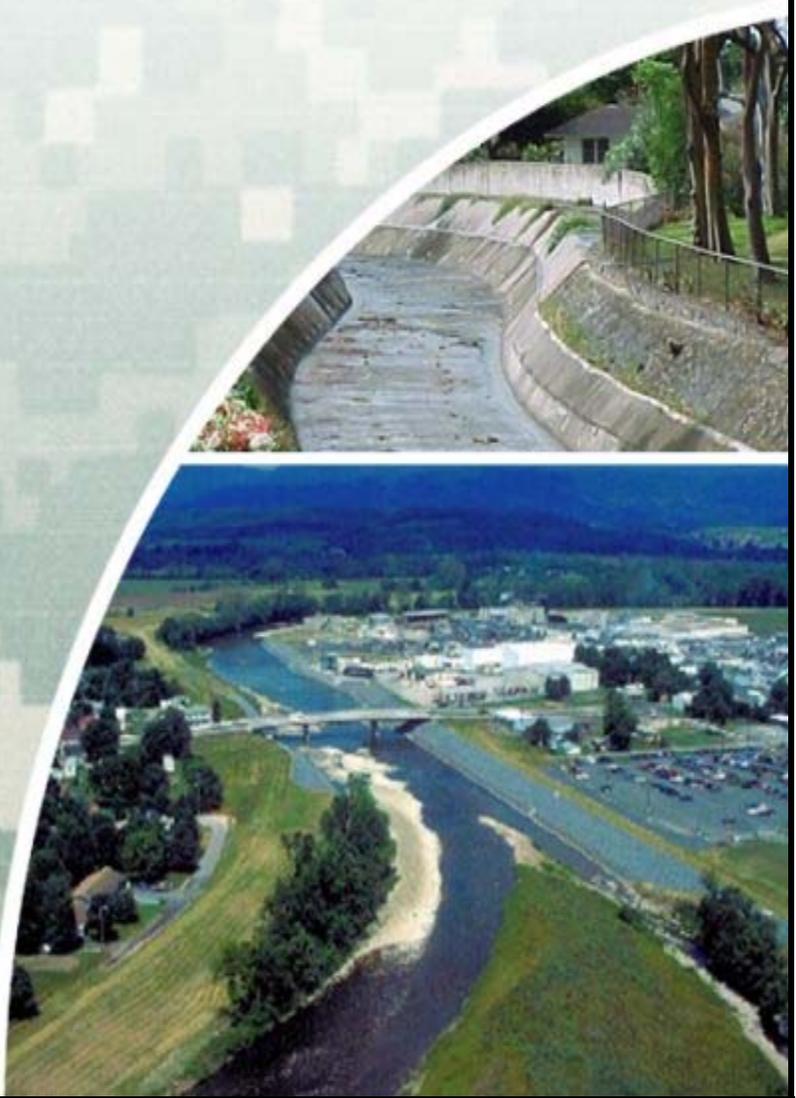
NATIONAL FLOOD RISK MANAGEMENT PROGRAM

Program Management Plan

30 November 2009



US Army Corps of Engineers
BUILDING STRONG



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PREFACE AND VISION

As a Major Army Command, the U.S. Army Corps of Engineers (USACE) is assigned mission responsibilities in major construction and other engineering support to the Army and Air Force, in nationwide water resource management, in engineering research and development, and in real estate services for the Army and the Department of Defense. In addition to these long-standing programs, the USACE has been called upon with increasing frequency to take a leadership roll in the nations flood risk management arena. Thus the U.S. Army Corps of Engineers (USACE) established the National Flood Risk Management Program in May 2006 for the purpose of integrating and synchronizing USACE flood risk management programs and activities, both internally and externally with counterpart activities of the Department of Homeland Security, Federal Emergency Management Agency (FEMA), other Federal agencies, state organizations and regional and local agencies as well as Non-governmental organizations (NGO).

In order to achieve success the Flood Risk Management Program embraces the Corps Campaign Plan vision of providing a GREAT engineering force of disciplined people working with our Federal, State and local partners to deliver innovative and sustainable solutions to the Nation's engineering challenges. Implementing the NFRMP supports USACE Campaign Goals 2, 3 and 4. By enabling collaboration, internally and externally, with national, regional, state, and local level stakeholders, we support Goal 2 by focusing on improved collaboration with stakeholders within watersheds to develop sustainable, integrated solutions to flood risk challenges. Campaign Goal 3c is supported by assisting states and communities make better risk informed decisions through the watershed and state partnerships developed by this program. These collaborative partnerships will inform and educate flood risk management stakeholders and the public to enable them to make informed decision for managing flood risk. Campaign Plan Goal 4a is supported by improved coordination and integration of the full range of the Corps Communities of Practice expertise to address flood risk management challenges and provide quality products and services within the watershed.

The Civil Works Strategic Plan establishes the use of Integrated Water Resources Management as an overarching strategy to accomplish the USACE Mission. Integrated Water Resources Management is a holistic focus on water resource challenges and opportunities that reflects coordinated development and management of water, land and related resources while maximizing economic services and environmental quality and ensuring public safety while providing for the sustainability of vital ecosystems. This overarching strategy is supported by a series of cross-cutting methods used to operationalize the overarching strategy. These methods include using a "Systems Approach" to conduct water resource planning and management at the watershed scale; Building and sustaining collaboration and partnerships at all levels; Developing and employing risk and reliability based approaches that incorporate consequence analysis, evaluate failure mechanisms and quantify and communicate risk; Use adaptive management process; and develop and embrace new technology. Application of these methods at the national, watershed, state, and community level through partnerships with key stakeholders is a principle tenant of the NFRMP.

The Flood Risk Management Programs vision is to lead a collaborative, comprehensive and sustainable national flood risk management program to improve public safety and reduce flood damages to our country. USACE is transitioning from the concept of *flood damage reduction* to a broader focus on *flood risk management* defined as managing both *floodwaters* to reduce the *probability* of flooding (that is, structural approaches such as levees and dams) and *floodplains* to reduce the *consequences* of flooding. Flood risk management must be collaborative since other agencies external to USACE also have roles, responsibilities, and authorities in floodwater and floodplain management. Management of the nations flood risk is truly a shared responsibility.

This Program Management Plan (PgMP) discusses ways to engage all USACE Community of Practice (CoP) in a coordinated flood risk management framework. It addresses where we want to go (vision), what we want to achieve (goals/objectives), how we will get there (actions) and how we intend to measure our success/progress (performance metrics). While providing for a matrix team within Headquarters to coordinate and oversee the Flood Risk Management Program implementation, this PgMP envisions MSC and District implementation being dependent upon each USACE business process element assuring their guidance and execution practices incorporate the intent of the Flood Risk Management program objectives. The PgMP is intended to guide us in doing our work differently from the past and to help us achieve a vision to lead collaborative, comprehensive and sustainable national flood risk management to improve public safety and reduce flood damages to our country. This will demand a broader perspective in all of our activities to address flood risk management.

1.0 INTRODUCTION

The nation is confronted with numerous challenges in managing flooding risks to reduce impacts to public safety and economic enterprises. Throughout the nation, both existing and new development are locating in flood prone areas, often behind aging and poorly maintained flood risk reduction infrastructure. There is limited information available on the extent of current-day and potential future flood risks and a widespread lack of understanding of flood risks by the public and decision makers.

The world has changed. The Corps in the early years worked on “controlling” floods to “reduce flood damages”. However, we are now taking a major step to “managing flood risk” with the understanding that flood damage reduction projects can not completely eliminate all flood risk. A national flood risk management strategy does not presently exist for the nation and USACE has stepped up to lead stakeholders and responsible parties in better managing flood risk for the nation.

USACE is a key contributor in managing the nation’s flood risks through its programs to 1) plan structural and nonstructural projects to managing flood risks, 2) inspect the condition of existing flood management infrastructure, 3) provide technical and planning support to states and communities, 4) conduct emergency measures to alleviate flooding impacts and 5) rehabilitating levees and other flood management infrastructure damaged by flooding.

The responsibility for managing the Nation’s flood risks does not lie exclusively with USACE, or any other single Federal or non-Federal entity. Rather, it is shared across multiple

Federal, State, and local government agencies with a complex set of programs and authorities, as well as with private citizens.

Both USACE and FEMA have programs to assist states and communities in reducing flood damages and promoting sound flood risk management. However, the authority to determine how land is used in floodplains and to enforce flood-wise requirements is entirely the responsibility of state and local governments. Floodplain management choices made by state and local officials impact the effectiveness of federal programs to mitigate flood risk and the performance of federal flood damage reduction infrastructure. Likewise, Federal programs can impact the floodplain use choices made at the non-Federal level of government as well as by private citizens.

Despite these interdependencies between the numerous flood risk management activities at both the Federal and non Federal level, there is currently no single, unifying program that coordinates them. As a consequence, opportunities for cross-agency collaboration are missed especially on a watershed system basis and/or regional approaches. Furthermore, activities carried out under different agency programs often come into conflict with one another. In the absence of continuous collaboration, conflicting policies, programs and interests from multiple layers of government can work at cross purposes and undermine efforts to improve flood risk management nationwide.

Consistent with the USACE Strategic Plan, the overall long term objective of the FRM program is to develop an integrated national flood risk management strategy to protect public safety through a reduction in damage and suffering caused by flood and coastal storm events.

1.1 PURPOSE

This Program Management Plan (PgMP) outlines the processes that will be used for management of the National Flood Risk Management Program (NFRMP) and implementation at both the regional Major Subordinate Command and District level. The "Primary" objective of the NFRMP is to position USACE programs and activities that contribute to managing and reducing flood risk at the national, watershed, and state levels such that they are managed within a matrix structure to foster open and collaborative mitigation planning, response, and recovery efforts internally within USACE's programs and externally with our federal, state and local partners. This objective will be achieved through application of the following "contributing" goals identified in Section 1.2.

1.2 GOALS

This PgMP fully supports the Chief's strategic directions and goals outlined in the Corps' Campaign Plan. The NFRMP's objective is to foster open and collaborative mitigation planning, response and recovery efforts both within USACE programs, and externally with our federal, state, local and tribal partners. This objective will be achieved by:

- Providing the public and decision makers with current and accurate flood risk information at the national, watershed, state, tribal, and local levels.
- Identifying and assessing all flood risk reduction infrastructure hazards.

- Improving public awareness and understanding of flood related hazards and risks.
- Implementing collaborative watershed / system risk management strategies with federal, state, local, and tribal partners.
- Improving capabilities to collaboratively deliver and sustain flood risk management services at the national, watershed, state, local, and tribal levels.
- Coordinating Flood Risk Management Policies, Programs and Activities with Federal, State, and local partners.

1.3 STRATEGY

The overriding strategy of the NFRMP is that of collaboration and partnership. Collaboration and partnership with FEMA, other Federal agencies, state and local governments, and important associations like the National Association of Flood and Storm water Management Agencies (NAFSMA) and the Association of State Floodplain Managers (ASFPM) is critical to the development of a sound national flood risk management strategy.

Flood risk management activities cannot be considered in isolation. Effective water resources planning and management must often balance competing needs and uses for those water resources. An integrated approach to water resource planning would consider flood risk management as one of many objectives needed to optimize water resources in a watershed. Other objectives might include environmental restoration, water supply or navigation depending on the needs in the basin. A collaborative approach to water resource planning and management engages multiple competing stakeholders in the development of watershed management plans to fulfill these needs.

The basic framework for collaborative partnerships in flood risk management at the national level will be through several national-level Intergovernmental and Interagency partnerships that will focus on coordination of national flood risk management issues and policies. This strategy includes the MSC and District frameworks that focus on program coordination and collaboration at the watershed, state and local levels that will build the foundation for a strong Flood Risk Management Program nationally. This framework will be further discussed in the implementation section of this PgMP.

This PgMP will use the following broad strategies:

- Use the HQ USACE guidance to provide the framework for initiating actions to implement the USACE National Flood Risk Management Program.
- Promote Public Outreach through a broad Intergovernmental Communication Strategy that encompasses the goals and objectives of all agency partners participating in the NFRMP.
- As a guide to jump start the program, HQ USACE will use the identified challenges and recommended strategies included in Section 1.4 to be the catalyst for moving forward on the NFRMP.

- Provide flexibility to allow MSCs and Districts to tailor their programs to meet their specific requirements while meeting overall need for consistency in carrying out the intent of the NFRMP.

The effective management of flood risk requires the integration of mitigation planning, preparedness, response, and recovery programs and activities into a coordinated flood risk management "cycle" framework. The four general phases of the flood risk management cycle are mitigation planning, preparation, response, and recovery. The conceptual framework for implementing the flood risk management program is focused at ensuring that our programs and authorities and those of our federal, state, local, and tribal partners are coordinated and synchronized so that our combined actions achieve effective management of the flood risk and reduced consequences and loss of life. Appendix A depicts the flood risk management cycle and the relationship of USACE program activities within the cycle. This approach recognizes the reality that, ultimately, Mother Nature will "grade" the success of our overall collaborative effort during future flood events. Appendix B provides a list of flood risk management programs and activities that should be coordinated at the national, watershed, and state levels.

1.4 CHALLENGES

The following section provides a summary of the challenges facing the nation in flood risk management and actions to overcome those challenges. These actions are not intended to be all inclusive but rather are provided as a starting point for actions to achieve flood risk management sustainability.

1.4.1 Flood Hazard Identification

Challenge 1: Out-dated Flood Insurance Rate Maps

FEMA is the Federal agency responsible for administering the National Flood Insurance Program (NFIP). As part of the NFIP, FEMA develops Flood Insurance Rate Maps (FIRMs) to identify areas at risk of flooding, to determine flood insurance rates, and for flood plain management activities.

FEMA is completing a 5-year program to "update" the nation's flood map inventory, known as the Map Modernization (MapMod) Program. As part of this process, FEMA is working with Federal, state, and local agencies to ensure that the most up-to-date information possible is incorporated into this new digital product. FEMA is beginning the development of a new risk mapping strategy called RiskMAP that will provide a number of hazard mapping products that will enable communities to better understand their risks and enable communities to do better planning to manage and reduce their risks.

Action: Continue and expand partnership and dialogue with FEMA on Map Modernization and RiskMAP implementation.

The Corps has been actively supporting FEMA through a variety of means including reimbursable work on MapMod products, development of technical and funding guidance for

levee certification, participation in FEMA's Interagency Levee Policy Review Committee and establishing the Intergovernmental Flood Risk Management Committee to allow senior executives to meet on a regular basis on Map Modernization and other flood risk management issues. As FEMA's development and implementation of RiskMAP progresses this collaborative strategy will be extended to MSC and Districts to ensure consistent FEMA-Corps communication to the public on flood risks and to leverage resources to assist States and communities understand and address their flood risks.

Challenge 2: Lack of Understanding of the True National Flood Risk

The perception of flood risk seemingly equates only to the presence or absence of flood control structures that protect against flood and reduce mandatory flood insurance requirements. The following factors contribute to this lack of understanding.

- Residual flood risk for populations protected by levees is not generally understood by the public or decision-makers.
- There is no common vocabulary between Federal, State, and local agencies when dealing with the public on flood risk issues.
- The interdependency of both federally and locally-constructed flood damage reduction projects is either not understood or considered on a broader system or watershed scale.

Action: Work with FEMA and other stakeholders to develop common intergovernmental strategies, vocabularies, and messages for communicating flood risk.

The NFIP and FEMA's flood hazard mapping programs combine with the USACE programs for assessing flood risks posed by existing flood risk management infrastructure, flood plain management services, and flood risk management intergovernmental watershed and State partnerships represent the principal means the Federal government uses to communicate flood risk to the public.

Coordination of these programs at the national, watershed and state levels will be critical to providing a coordinated federal approach to address managing and communicating flood risks. Using the Office of Management and Budget risk analysis principles that comprise three tasks of risk assessment, risk management, and risk communications. USACE and FEMA must effectively coordinate our program implementation strategies, flood risk management vocabularies and communication messages in a way that provides a coordinated, consistent process to assess and identify flood risks, effectively communicate these risks to the public, and management the risks as a coordinated intergovernmental effort.

1.4.2 Aging Infrastructure

The Corps of Engineers has constructed over 14,000 miles of levees in the country along with numerous other flood management facilities. Over 90% of the flood damage reduction structures constructed by the Corps were built between 1936 and 1986 with over half constructed

prior to 1960. Additionally, quality detailed maintenance records are not the norm, despite the preponderance of structures that are either approaching or already exceed their design lives.

Challenge 3: Prior to 2007 there was no national inventory and assessment of the nation's flood damage reduction projects.

Prior to 2007 there was no database or single source of information concerning these structures. It was not clear how many miles of levees existed throughout the country and more importantly the condition of these structures was unknown.

Action: In partnership with FEMA and other non-federal stakeholders, develop a comprehensive inventory and database of flood damage reduction structures and assess the condition of those structures on a national perspective.

The third Department of Defense Supplemental (December 2005) provided \$30 million to conduct levee inventory and assessments of levee systems within the Corps authorized programs and develop risk communication techniques.¹ Additional funding was appropriated in subsequent years to complete inventories and develop assessment methodologies and assess levee systems to improve management of the nation's flood and storm damage reduction infrastructure. In 2007, USACE established a Levee Safety Program to assess the integrity and viability of these levee systems and recommend measures to make sure that levee systems do not present unacceptable risks to the public, property and environment. To date the program has established a National Levee Database and the population of levee data has begun. The inspection program has been revised and integrated into a coordinated national program that includes periodic inspections and a web-based Levee Screening Tool being implemented in FY2009. The program is moving from primarily a levee inspection program to a risk-informed portfolio management process that will identify potential levee system performance concerns; assist in the development of interim risk reduction measures; and guide setting priorities for national levee safety activities. Because the majority of levees in the nation are operated and maintained by non-federal entities, communication of the assessed conditions of these systems and development and implementation of interim risk reduction measures will be primarily a non-federal responsibility that will require close coordination and collaboration with our non-federal partners.

Challenge 4: Many existing levee systems that are shown to be certified for the NFIP, do not have certification documentation.

FEMA issued Memorandum 34 to their regional offices stating that during the remapping process, for those areas containing levees, the certification requirements in 44 Code of Federal Regulations (CFR) 65.10 is applicable. All levee owners are required to provide documentation for certification if they want the new maps to reflect the levee at that location. In order to provide time for levee owners to provide the necessary documentation for those levees that are believed to be certifiable FEMA has established a Provisionally Accredited Levee (PAL) process

¹ No specific language was provided in the appropriation bill regarding this purpose. The discussion of purpose for this appropriation above is based on justification information provided to OMB by HQUSACE following passage of the Act.

that provides sponsors a two year period of time to assemble and provide the levee certification documentation, many of these PAL agreement time periods will expire in FY2009 & 2010.

Action: USACE and FEMA work jointly throughout the cycle of floodplain mapping and levee certification.

It is imperative that FEMA and USACE coordinate our programs and processes throughout this remapping process to ensure that levee sponsors and communities are provided available levee information in order for them to make appropriate certification determinations in a timely manner.

1.4.3 Interagency Integration

Challenge 5: Federal Flood Risk Mitigation Programs are Uncoordinated.

Despite growing constraints on budgets of all Federal agencies, Federal flood risk mitigation programs lack coordination mechanism.

- There is no comparable mechanism to the National Response Plan for pre-event flood risk management programs and authorities in different Federal agencies.²
- Interaction of existing Federal programs often creates unintended consequences. For example, the 100-year standard in the NFIP may provide a disincentive to local acceptance of Corps flood damage reduction projects above the 100-year level despite being warranted by NED optimization standards or the consequence associated with the residual risk.

Action: Continue and expand partnership and dialogue with FEMA, other Federal Agencies and NGOs on Pre-Flood Mitigation Program Integration.

Different agencies of the Federal government have an impressive history of working together to save lives, protect public health and safety, and restore communities following major disaster events. Lead by the Federal Emergency Management Agency (FEMA), the National Response Framework (NRF) has proven to be an effective mechanism for coordinating delivery of federal assistance to state and local governments. Federal agencies have demonstrated they can overcome organizational boundaries to achieve the common goal of efficient, timely, and consistent disaster response and recovery.

Federal agencies have been somewhat less successful at coordinating activities prior to disaster events. Both FEMA and USACE have extensive programs aimed at reducing flood hazards and preventing flood damages. USACE, in partnership with State, Native American

² Modern hazard management theory emphasizes linkage of mitigation (pre-event) with response activities. The immediate concentration of this initiative is better alignment of existing risk management programs, most of which are pre-event activities. Consideration should be given a later time to the developing policies and authorities that provide better linkage pre-event and post-event activities as a continuing part of this initiative.

tribes/nations and local governments, plans, designs, and constructs projects that reduce future flood damages and preserve and enhance natural and beneficial flood plain values. The FEMA Hazard Mitigation Grant Program (HMGP) provides grants to States and local governments for property acquisition and relocation assistance. Additionally, FEMA's Pre-Disaster Mitigation Program provides funding to assist in implementing cost-effective hazard mitigation activities that complement a comprehensive mitigation program. An existing Memorandum of Agreement between FEMA and USACE requires coordination of USACE projects; however, in general, Federal agency coordination of each other's mitigation activities has been sporadic. Both NAFSMA and ASFPM testified before Congress post-Katrina on the need to better integrate existing pre-flood programs.

Challenge 6: Intergovernmental partnerships at the watershed and state level

Establishment of intergovernmental partnerships at the watershed and state levels are critical to enabling better coordinated management of flood risk within the watershed context. These partnerships will:

- Enable collaborative solutions to Watershed FRM and state flood mitigation priorities
- Leverage available resources and information between agencies
- Facilitate watershed and state level life-cycle planning to reduce flood risks

Action: Develop and expand intergovernmental partnerships at the watershed and state level to effectively coordinate flood risk management programs to achieve flood risk management objectives.

2.0 IMPLEMENTATION

HQUSACE has established a "matrix organization" framework within the headquarters to implement the NFRMP and integrated flood risk management functions, programs, and policies. The matrix structure includes representation from each of the Communities of Practice which will enable effective coordination and implementation of the Flood Risk Management Program initiatives and integrate & coordinate flood risk management functions, programs and policies within the headquarters. This matrix organization framework will operate under the executive direction of the Director, Contingency Operations and Office of Homeland Security, who reports to the Director of Civil Works. A summary of the FRMP HQ structure is shown at appendix C.

2.1 Roles and Responsibilities

2.1.1 HEADQUARTERS

The following is a description of the responsibilities of each of the positions and groups within the matrix organizational structure within Headquarters USACE:

a. *Flood Risk Management Program Senior Executive Service (SES) Oversight.* HQ USACE Chiefs of Homeland Security, Planning and Policy, Operations and Regulatory, and

Engineering and Construction. Responsible for overseeing and directing support to the USACE strategic plan.

b. *Flood Risk Management Program Director and Deputy Director.* Institute for Water Resources (IWR) Program Director, Deputy Director, and supporting staff. Responsible for national level management of the program, overseeing and coordinating national level initiatives and activities, facilitating national and international interagency coordination, and managing the FRM business line within HQUSACE. Report directly to the Chief, Office of Homeland Security (Executive Director).

c. *Silver Jackets Program Manager.* Program Manager in IWR responsible for national level management of the program and overseeing establishment / implementation of MSC and District Silver Jackets Programs, as described in paragraph 11.

d. *Flood Risk Management Program Coordination Group.* HQUSACE CoP representatives responsible for ensuring functional programs, policies, and activities contribute to FRM objectives and are coordinated / integrated at the national level. These functional areas include Levee and Dam Safety, Operations and Regulatory, Planning & Policy, Emergency Management, Research and Development, and Public Affairs. These CoPs provide matrix support to the FRM executive and program directors.

e. *Flood Risk Management Program Business Line Manager.* During FY 2010 Flood Risk Management (FRM) Business Line Manager responsibilities at the Headquarters will transition from the Planning & Policy Community of Practice to the Director of the Flood Risk Management Program. In FY2011 the Director of the Flood Risk Management Program will assume responsibilities as the FRM Business Line Manager.

The headquarters roles and functions include leading national efforts to: 1) define national flood risk management policies and strategies, 2) coordinate federal agency programs and flood risk management activities, 3) provide national oversight of the flood risk management program, ensuring national level integration and coordination of the USACE programs and policies for flood risk management, and 4) coordinate development of national risk communication policies and strategies. Intergovernmental Coordination at the national level is being implemented through the following intergovernmental coordination activities.

a. *Intergovernmental Flood Risk Management Committee (IFRMC).* This national forum of representatives from USACE, the Federal Emergency Management Agency (FEMA), the Association of State Floodplain Managers (ASFPM), and the National Association of Storm and Floodwater Management Agencies (NAFSMA) coordinates flood risk management programs and policies and allows key stakeholder groups, representing the non-federal perspective, to address policy and implementation issues faced at the state and local levels.

b. *Federal Interagency Floodplain Management Task Force (FIFM-TF).* This national level task force of representatives from federal agencies with major water resource programs, co-chaired by FEMA and USACE, is responsible for updating and maintaining a Unified National Program for Floodplain Management; coordinating federal agency policies for flood risk

management; and identifying and recommending Federal government actions and policies to reduce flood losses and improve the floodplain resident safety.

c. Flood Risk Management International Collaboration. The Corps of Engineers benefits from participation with our international partners in various activities related to flood risk management. International partnership activities include working with UNESCO's International Center for Water Hazard and Risk Management (ICHARM) and the Dutch Rijkswaterstaat and participation in international conferences such as the 4th International Symposium on Flood Defense and the European Conference on Flood Risk Management. The Corps will continue international collaboration in FY2010 regarding flood risk management through the following activities:

- Work with flood risk management representatives from the Netherlands, Japan, United Kingdom and the United States to explore risk-informed flood management approaches as being practiced in those countries and jointly develop a "best practices" document.
- Organize a two-day international event in the United States to share flood risk management approaches worldwide. This policy-oriented event, to be hosted early in FY2011, would bring together international representatives from many countries to discuss flood risk management approaches being used worldwide and highlight areas where partnerships can provide mutual advantage.

d. FEMA / USACE coordination on Map Modernization and RiskMAP. HQUSACE and HQ FEMA are collaborating to ensure current and future flood risk mapping, certification, and other flood risk related policies are fully coordinated and compatible.

e. Executive Order 11988. USACE and FEMA are coordinating with other federal agencies to update the 1977 EO 11988, the "Executive Order on Floodplain Management".

f. Policy Studies. The Wise Use of Flood Plains study was funded by the Energy and Water Development and Related Agencies Appropriations Act of 2008 to identify any procedural or legislative changes that may be warranted to allow the Corps of Engineers to be more effective in working with other federal agencies, states and local governments, and stakeholders in managing flood risk. The study addresses how to evaluate program and policy performance in addressing flood risk and how to approach evaluating flood risk on a national scale. Section 2032 of the Water Resources Development Act (WRDA) 2007 calls for the Administration to conduct an assessment of the Nation's vulnerability to flood risks, including those to human life and property. Additionally, this section requires an assessment of the consequences of all programs in the United States intended to address flood risks and to provide recommendations for improving such programs. The Section 2032 study has not yet received funding; however, when funded, the study work will be conducted as an interagency effort as its scope broadly encompasses the full range of federal and non-federal flood risk related programs.

The following are the priority program activities for FY2010:

a. Continue interagency coordination at the national level with other federal agencies to address development and implementation of E.O. 11988 and other flood risk management national coordination requirements.

b. Establish new and maintain existing state and regional intergovernmental teams to develop and implement flood risk management solutions to watershed and state flood hazard priorities.

c. Complete ongoing wise use of floodplains and other flood risk management policy studies currently ongoing in the Institute for Water Resources (IWR).

d. Support reconvening the Federal Interagency Floodplain Management Task Force (FIFM-TF) and co-lead with FEMA the Task Force's activities in FY2010.

2.1.2 MSC Structure

The MSC should establish a program management framework that will enable effective coordination and synchronization of their internal CoPs activities with those of their regional / watershed partners. The flood risk management framework should enable internal coordination with Levee and Dam Safety, Planning, Engineering, Operations, Regulatory, Emergency Management, Floodplain Management Services (FPMS), Planning Assistance to States (PAS) communities of practice and programs in order to implement a coordinated response across all phases of the flood risk management cycle. In addition, the FRM framework must be integrated into the Regional Business Center's goals and objectives and support the MSC IPlans for implementing the USACE Campaign Plans goals and objectives.

Initial program objectives in FY2010 are to:

a. Establish / designate MSC program management responsibilities and develop a PgMP for initial implementation of the National Flood Risk Management Program.

b. Develop regional / watershed partnerships where collaboration opportunities exist.

c. Oversee / coordinate the establishment of State Silver Jacket intergovernmental teams.

MSC FRMP Program responsibilities should be centered on the following:

a. Foster existing regional and watershed partnerships within the MSC and establish where appropriate additional partnerships with other federal agencies, public/private organizations, watershed commissions and associations within the MSC.

b. Facilitate coordination between internal CoPs and programs to ensure that mitigation planning, flood preparation, response and recovery activities are coordinated and integrated.

c. Provide program direction & oversight to Districts for establishing state-level "Silver Jackets" intergovernmental teams, and coordinate with neighboring MSCs when two or more MSC boundaries extend into a state.

- d. Facilitate sharing of appropriate flood risk management data and information with regional federal and state partners.
- e. Recommend flood risk management program priorities and program resource requirements during budget development.
- f. Develop MSC PgMP that provides program direction for the MSC and districts programs.
- g. Coordinate with appropriate FEMA regions on FEMA's Map Modernization and RiskMAP execution and support; levee certification coordination & Provisionally Accredited Levee (PAL) agreement support coordination within the MSC AOR.
- h. Coordinate system wide improvement requests, vegetation management roundtable collaborative, and establishment of an Interagency Levee Task Force in accordance with ER 500-1-1, Paragraph 5-24.

2.1.3 District Structure

Provide oversight and coordination within the district to ensure an integration of the multiple communities of practice in the implementation of policies and programs within the district and delivery of projects and services to state and local partners. Additionally, coordinate through Silver Jackets with field offices of other Federal agencies to assist states and communities in developing comprehensive approaches to managing flood risks.

Initial Program Objectives in FY2010 are to:

- a. Facilitate sharing of appropriate flood risk management data and information with state and local partners. Data is limited to existing available data; technical work to develop new data will not be funded.
- b. Coordinate between internal CoPs and programs to ensure mitigation planning, flood preparedness, response and recovery activities and programs are coordinate to address flood hazards in critical watersheds.
- c. Maintain awareness of coordination with appropriate FEMA regions, State and local sponsors on FEMA's Map Modernization and RiskMap execution & support; certification and Provisionally Accredited (PAL) agreement coordination with State and local sponsors.

District FRMP Program responsibilities should be centered on the following:

- a. Facilitate coordination between internal CoPs and programs to ensure that mitigation planning, flood preparation, response and recovery activities and programs are coordinated and integrated.
- b. Facilitate sharing of appropriate flood risk management data and information with state and local partners.
- c. Recommend flood risk management program priorities and program resource requirements during budget development.

d. Coordinate with appropriate FEMA regions and state and local sponsors on FEMA's Map Modernization and RiskMap execution and support; levee certification coordination and Provisionally Accredited Levee (PAL) agreement support coordination with state and local partners.

e. Coordinate vegetation variance agreements, Sections 408 project modifications and system-wide improvement exception requests.

f. Provide flood risk management input to projects in planning, design and construction.

g. Support FRM public awareness programs in coordination with local interests and other federal, state, and local agencies.

h. Review flood risk management projects for compliance with EO 11988.

2.2 Focus Areas

Various projects, programs, and activities are grouped by Focus Area with a designated lead representative to ensure performance and technical quality and assist the Program Director in program coordination. Focus Area Leaders are expected to either be working with or developing relationships and collaborative partnerships with counterparts in FEMA and other interested agencies and organizations. Focus Area Leaders must develop individual Project or Program Management Plans covering actions and activities within their area and include specific funding, schedules, and milestones. All Focus Area activities will be coordinated.

2.2.1 Focus Area I – Flood Mapping & Certifications

This Focus Area's primary purpose is to ensure collaboration between USACE and FEMA for floodplain mapping as part of FEMA's Map Modernization effort and the development of the RiskMAP program. National level coordination with focus on coordinating the Corps policies for levee certification, database development and technical inspections and assessments of existing levee systems so that they are coordinated and aligned with FEMA mapping activities at the national, regional and state levels.

Ongoing efforts in this area include:

a. Development and implementation of USACE levee certification policies and procedures.

b. Technical mapping support to FEMA's regions for map modernization and RiskMAP programs.

2.2.2 Focus Area II – Inventory and Assessments

This Focus Area is to develop a national database and inventory of existing levee systems and develop and implement risk assessment techniques to understand the current conditions of these systems in relation to potential risks to public safety. The inventory will be a geospatial database that will allow for the data to be applied to either FEMA's Digital FIRM (DFIRM) mapping or any other mapping. The establishment of a USACE Levee Safety Program is

moving the Corps program from just a levee inspection program to a risk-informed portfolio management process that will undertake risk assessment of the nation's levee system to better enable effective communication of the conditions and risks presented by these systems and improve the management of these systems risks.

Ongoing efforts in this area include:

- a. Establishment of a national levee data base.
- b. Development of more robust inspections that include improved routine and periodic inspections.
- c. Development of a levee screening process and portfolio management process that will enable risk informed decision making, prioritization of systems, and recommendations for system interim risk reduction measures and improvements.
- d. Development of appropriate policy and procedures to support the portfolio management process.

2.2.3 Focus Area III – Emergency Response and Recovery Operations

This focus area covers the Corps programs and authorities to prepare for and respond to flood disasters within the United States. Coordination of the Corps emergency response and recovery plans with the plans of other federal agencies, states and local communities is critical to implementing a coordinated intergovernmental flood response. The Corps authority to respond to floods is intended to support / supplement State and local efforts. In order for us to be able to effectively address flood hazards in critical watersheds we need to effectively coordinate our internal FRM project operations and emergency response activities and coordinate these actions in support of State and local flood response plans. The primary actions that the Corps takes to plan for and respond to floods include:

- a. Conduct emergency planning, training and exercises internally and with our key Federal, State and local partners.
- b. Stock pile and maintain appropriate emergency response equipment and supplies to address anticipated response requirements.
- c. Maintain operational readiness of Corps FRM projects in order to provide effective coordinated operations during floods.

Effective recovery after flooding must be accomplished as a coordinated effort that involves participation by Federal, State and local agency with responsibilities for recovery. Key flood risk management areas that need to be planned for and coordinated during recovery include, assessment and rapid repair of damaged FRM systems and projects, identification of future flood mitigation needs, and implementation of mitigation measures and non-structural alternatives.

In order to achieve a coordinated federal response for recovery of FRM systems after major flooding OMB and CEQ directed USACE to take federal agency lead for establishment of the Interagency Levee Task Forces (ILTF). The overall goal of the ILTF process is to achieve a coordinated, rapid, and effective multi-agency response to damaged flood and flood plain management systems. ER 500-1-1 provides USACE policy for the establishment of the ILTF after major flooding. The responsibility to plan for and implement an ILTF rest with the MSC and as a result, MSCs need to understand the ILTF concept and prepare to establish and implement this interagency TF during major flood recovery.

2.2.4 Focus Area IV - Initiatives, Policy, and Legislation

This Focus Area will continue with existing initiatives, such as Silver Jackets, and develop new initiatives and policy studies leading to integrated flood risk management. Additionally, this Focus Area will coordinate proposals for any needed legislation related to the Flood Risk Management Initiative with the Congressional Liaisons and Budgeting Focus Area. Responsibilities:

Ongoing efforts in this area include:

- a. USACE and FEMA are coordinating with other federal agencies working with CEQ to update the 1977 EO 11988, the “Executive Order on Floodplain Management”.
- b. Working with FEMA to reconvene the Federal Interagency Floodplain Management Task Force (FIFM-TF).
- c. Development of the Wise Use of Flood Plains study that will address how to evaluate program and policy performance in addressing flood risk and how to approach evaluating flood risk on a national scale. Additionally, Section 2032 of the Water Resources Development Act (WRDA) 2007 calls for the Administration to conduct an assessment of the Nation's vulnerability to flood risks, including those to human life and property.
- d. Expansion of the Silver Jackets program and initiation of supporting watershed flood risk management partnerships.

2.2.5 Focus Area V - Projects and Pre-Flood Programs

Purpose: Coordinate and align existing programs and authorities with Flood Risk Management Initiative. The intent of this focus area is to better coordinate and align our pre-flood planning and technical services activities provided through the Flood Plain Management Services and Planning Assistance to States programs so that they are better aligned with State mitigation plans and priorities. These programs can provide an important planning component during the mitigation phase of the flood risk management cycle. By better coordinating these program activities and services to support State mitigation plans and watershed planning priorities we will be able to concentrate and priorities our activities under these programs to address state and watershed mitigation priorities and requirements.

2.2.6 Focus Area VI – Silver Jackets Program

Purpose: Silver Jackets is the program through which the USACE, the FEMA, and other Federal agencies create an interagency team at the state level to develop and implement solutions to state natural hazard priorities. The Silver Jackets Program provides a formal and consistent strategy for an interagency approach to planning and implementing measures to reduce the risks associated with natural hazards. The program's primary goals are to leverage information and resources, improve public risk communication through a united effort, and create a mechanism to collaboratively solve issues and implement initiatives.

The following are the primary goals of the Silver Jackets program:

- a. Facilitate strategic life-cycle flood risk reduction efforts at the state level.
- b. Create or supplement a continuous mechanism to collaboratively solve state-prioritized issues and implement or recommend solutions.
- c. Improve process, identifying gaps and counteractive programs.
- d. Leverage resources and information; learn about other programs and how to combine program efforts.
- e. Improve and increase flood risk communication and present a unified interagency message.
- f. Establish close relationships to facilitate integrated post-disaster recovery solutions.

To date, teams have been initiated in over 20 states, including at least one state in every USACE Division across the United States. The desired objective is to offer a team in every interested state. The primary purpose of the Silver Jackets program is to ensure continuous Federal and state interagency collaboration. These teams will provide a unique opportunity to continuously focus on state priorities, outside of specifically funded project or program authorizations.

MSC and district Silver Jackets team coordination and reporting activities are described in appendix D.

3.0 RESOURCE REQUIREMENTS AND MILESTONES

3.1 Resource Requirements. The Justification sheet for the National Flood Risk Management program provides a summary of the programs purpose and outlines the programs goals and objectives, and the estimated funding allocations for the given program year and the estimated The FY2010 Program Justification Sheet is shown at appendix E. Overall funding for program activities will be provided from the following program accounts, the Flood Control and Coastal

Emergencies Appropriation; the General Investigation – National Flood Risk Management Program and Flood Plain Management Services and General Expense funding. Management of the programs funding will be administered by the National Flood Risk Management Program at the Institute for Water Resources. A summary of the National Flood Risk Management Program resource allocations for FY2010 is shown at appendix F.

3.2 Program Development Milestones. FY2010 program development milestones are shown at appendix G. This milestone will be used for the establishment of program management responsibilities at the MSCs and District during FY2010. Milestones will be adjusted during the program year as required.

4.0 PROGRAMMATIC DESCRIPTION

This PgMP addresses appropriate actions related to development of a sustainable national flood risk management program. Success in reducing the nation's flood risk depends heavily upon collaboration and leveraging of complementary flood risk mitigation practices by the Federal, state, local governments, federally recognized Indian Tribes, public organizations, private entities, and citizens located within flood plains. In Fiscal Year (FY) 2006, HQUSACE developed the NFRMP for creating a comprehensive approach for sustainable national flood risk management to improve public safety and reduce flood damages to the nation. The intent of the NFRMP is to coordinate and synchronize flood risk management programs, activities and initiatives internally within the USACE and externally with our federal, state and local partners, Indian tribes, and other stake holders at the national, regional, state and local levels. There exist selected programs and activities within USACE and other federal agencies that can be holistically enhanced by collaboration and coordination in order to effectively synchronize flood risk management activities and initiatives at the national, regional and state levels.

5.0 PERFORMANCE MEASUREMENT

The primary objective of our FRM program is to collaborative to reduce and manage flood risks to life and property in a collaborative way with our partners and stake holders. Current performance indicators used by the Corps to measure our FRM programs performance are: (1) flood damages prevented from actual events by existing projects, (2) people protected in the flood plain by projects brought on line, and (3) annual benefits (estimated future flood damages that would be avoided) by projects brought on line. Additional indicators have been established that will assist in determining program progress in meeting our FRM business line objective. These indicators include:

- Estimated annual Flood damages prevented
- Increase in benefits realized from project construction completion
- Increase in total affected population with reduced flood risk
- Condition of operating projects

These performance indicators primarily evaluate the Corps performance as it relates to the construction and operations of our FRM projects. However, because managing flood risks is the responsibility of multiple federal, state and local entities our collaborative partnerships are a

contributing factor in determine our progress and success in managing and reducing flood risk. As a result, we need to develop performance indicators that allow us to measure the contributions of the collaborative partnerships being develop with our state and watershed partnerships.

6.0 QUALITY CONTROL AND QUALITY ASSURANCE

In accordance with the USACE Quality Management System (QMS), ER 5-1-14, dated 30 April 2009, quality control and quality assurance procedures appropriate to the activities will be developed and incorporated into the various MSC and district Program Management Plans (PMPs) to ensure effective quality management objectives are achieved from an interagency perspective. Application of previous lessons learned, best practices, and innovative methods to improve the effectiveness of flood risk management systems will be used ensure program quality and determine program improvements. Quality Assurance will be the responsibility of the designated Flood Risk Management Program Managers who will be involved in the day-to-day activities associated with implementation of the NFRMP.

7.0 COMMUNICATIONS PLAN

7.1 Goal

In keeping with the USACE Campaign Plan, activities relative to the NFRMP will be communicated openly and transparently. Our goal is to insure that all USACE members and USACE stakeholders become informed about the Flood Risk Management Program objectives and incorporate flood risk management into their project work. In addition, we will fully engage with our intergovernmental partners about the process in order to reassure the public and local governments regarding “managing flood risk” with the understanding that flood damage reduction projects can not completely eliminate all flood risk.

A goal of this element of the PgMP is to foster a continuing dialogue about Flood Risk Management, respecting the diverse viewpoints of our stakeholders to achieve a broad acceptance that sustainable *national flood risk management* is everyone’s responsibility in order to improve public safety and reduce *flood* damages to our country.

7.2 Objectives

- Foster learning through HQ, MSCs and Districts dialogues about the mission of the USACE flood risk management program and the relationship between agencies;
- Manage the program to provide *value added* while communicating the FRM program effectively both internally and externally with stakeholders through an effective public outreach program;
- Build relationships with USACE stakeholders and other Federal, state and local agencies to assure effective information sharing and a collaborative approach to flood risk management;

- Leverage public affairs staff and processes to inform leaders, employees and stakeholders on initiatives and actions associated with the sustainable *national flood risk management program* through an intergovernmental information outreach program;
- Communicate the metrics that will evaluate performance of a sustainable flood risk management program to build public confidence and support; and
- Conduct outreach to gather, evaluate and share lessons learned regarding the applied principles and doctrine used to implement the process.

7.3 Communication Strategy.

The overall communications strategy is to promote an understanding and two-way communication within the federal family and other stakeholders about the process and associated flood risk management activities to achieve acceptance resulting in cultural and behavioral change, both within USACE and among our stakeholders with regards to flood risk management. This will be accomplished by developing communication materials for the agencies involved to use to discuss initiatives and activities in a workshop forum on a national flood risk management program with local and state officials, communities, and other interested stakeholders to build awareness of a sustainable national flood risk management program and what it can do to reduce future flood damages.

Secondly, we must ensure that those MSC and District elements charged with carrying out the flood risk management mission engage their stakeholders and general public in the process both on a regional and local basis.

Our first priority is to promote an understanding within the Corps family as to what we are doing, why we are doing it and how the process will work. We must also ensure that those agencies charged with carrying out the process also understand what the federal team is doing, why the team is doing it, and the processes that will insure success.

We want a two-way dialogue that focuses on how we can integrate flood risk management into our programs and projects early in the planning process. This dialogue will produce the desired cultural, behavioral and institutional changes. In addition we must do what we say we will do.

8.0 PROGRAM SUCCESS

Program success will be achieved when there is successful integration of flood risk management initiatives into USACE practices and culture as well as transparency with other Federal, State and local partners. This will be accomplished through:

- The Corps' culture increasingly reflecting the philosophy of the NFRMP across all organizational lines within HQ, MSCs and Districts.
- Clients, sponsors and other stakeholders increasingly recognize USACE as a leader in flood risk management activities.

- Improvements in reducing the consequences of floods from operation of our projects and implementation of flood risk management initiatives to reduce flood damages nationwide.
- Increasingly environmental restoration and flood risk management sustainability are incorporated into the planning and implementation of all Corps projects.
- Partners and stakeholders increasingly recognize the USACE, FEMA and NRCS for excellent response and recovery activities and associated flood risk management initiatives;
- Understandings with customers about the goals, priorities and evaluation of those projects and other related activities impacting levee integrity and flood control systems;
- Recognition of the importance of protecting important environmental and natural resources;
- Monitoring and tracking the latest DHS/FEMA and other Federal agency activities impacting the successful accomplishment of flood management restoration; and
- Development of future strategies for short-term and long-term flood risk management and consideration of the USACE “Silver Jacket” concept.

9.0 APPROVALS

SUBMITTED BY:

Peter D. Rabbon
Director, Flood Risk Management Program

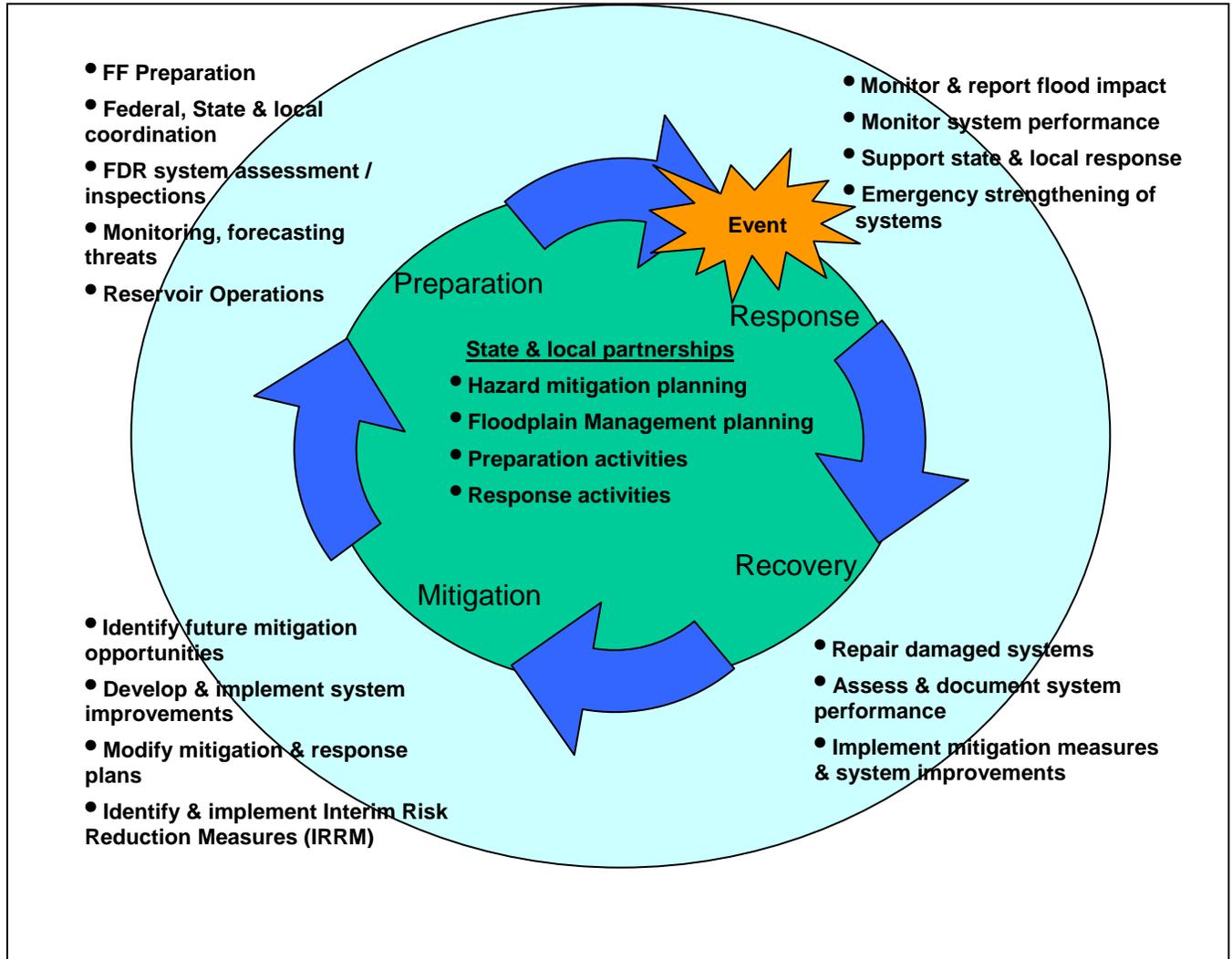
Date

APPROVED BY:

Edward J. Hecker
Director, Contingency Operation Directorate
(Provisional) / Chief, Homeland Security Office

Date

Appendix A - Flood Risk Management Cycle



Appendix B - Programs Requiring Coordination

USACE:

1. Civil Works Planning programs for developing water resource projects, specifically authorized projects, and CAP projects.
2. Levee and Dam Safety programs for inventory, inspections, and assessments of existing flood risk management infrastructure.
3. Pre & post flood planning, response, and recovery activities.
 - a. Preparation
 - b. Emergency response (Advance Measures & Flood Fighting)
 - c. Rehabilitation
4. Operating USACE flood control dams and reservoirs.
5. Flood Plain Management Services (FPMS) and Planning Assistance to States (PAS) activities.

FEMA:

1. Map Modernization & RiskMAP programs
2. National Flood Insurance Program (NFIP)
3. Pre- and Post-flood mitigation programs
4. Disaster response and recovery programs, National Response Framework (NRF)

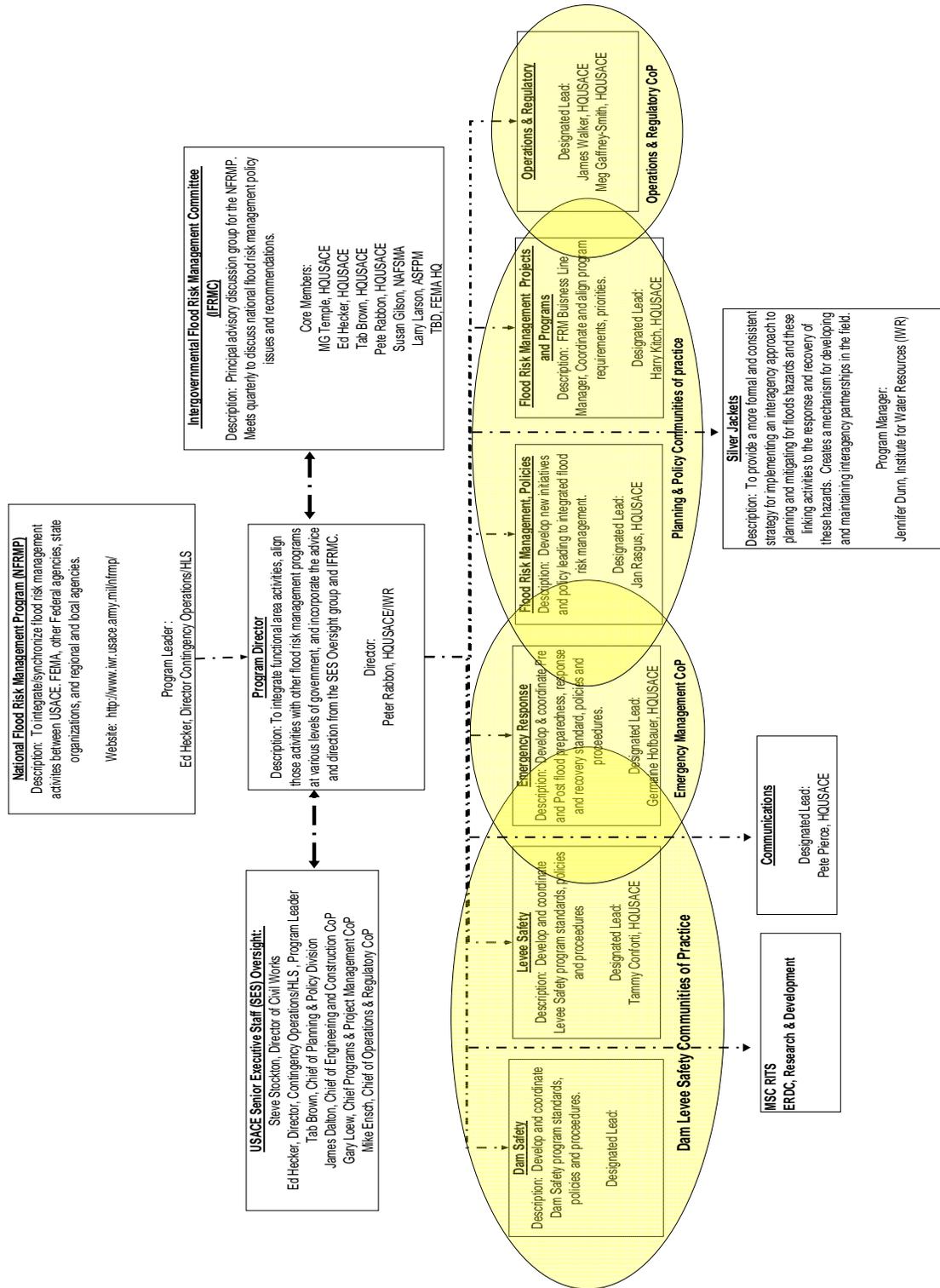
Natural Resources Conservation Service (NRCS):

1. Emergency Watershed Protection Program (EWP)
2. Floodplain Easement Program
3. Wetland Reserve Program
4. PL 566 Small Watershed Program
5. Environmental Quality Incentive Program
6. Agricultural Water Enhancement Program

States:

1. State hazard mitigation plans
2. State floodplain management plans
3. Pre and post planning and recovery activities

Appendix C - HQ FRMP Matrix Structure



Appendix D - Silver Jackets Program Coordination Requirements

1. On or before the 25th day of each month, each Silver Jackets state lead will provide a brief state-specific team status summary to the Silver Jackets Program Manager and copy all other Districts and MSC with areas of responsibility within that state. For states that are co-led, one summary may be submitted, provided it is coordinated among both lead Districts. Each summary shall provide an update of:
 - a. Who is participating and their respective agencies
 - b. Meetings, activities or joint efforts completed
 - c. Status of team charter
 - d. Current focal area(s) of team
 - e. Coordination with other Districts and MSCs
 - f. Anticipated next steps by the team and/or lead District
 - g. Requests for program support by MSC and/or IWR.
2. Funds will be distributed on a quarterly basis, provided team status summaries have been provided.
3. On or before June 30th of each year, each MSC will provide an analysis of program status, including:
 - a. An assessment of each team from the participating state. A template questionnaire will be provided. For states with co-leadership within two MSCs, the state's assessment will be included in both MSC submissions.
 - b. Description of methods and frequency of coordination among Districts and MSCs.
 - c. Contribution of Silver Jackets teams and/or leads to Operations Plans, Implementation Plans, Campaign Plan, Civil Works Strategic Plan, or other relevant organizational goals.
 - d. Alternate description of performance, if applicable. These may be qualitative or quantitative metrics.
 - e. Draft request for funding for each state for the following year. Refined funding requests should be coordinated among all Districts and MSCs with areas of responsibility in the state, and submitted on or before August 30th.

Appendix E - NFRMP FY2010 Justification Sheet

1. Surveys

c. Special Studies

Study	Total Estimated Federal Cost	Allocation Prior to FY 2009	Tentative Allocation FY 2009	Tentative Allocation FY 2010	Additional to Complete After FY 2010
National Flood Risk Management Program (Formally FEMA MapMod Coordination)	Annual Program	3,075,000	1,500,000	2,000,000	5,000,000 Annual Program

SCOPE:

This effort reduces the Nation’s vulnerability to flood hazards by designing, implementing and directing a unified national approach to managing flood risks that is coordinated across all of the Federal and non-Federal agencies sharing the responsibility for flood risk management. In the United States, the responsibility for managing flood risks is shared across Federal, state and local government. For this reason, careful and consistent coordination between all levels of government is imperative for successful flood risk management. At the Federal level, the U.S. Army Corps of Engineers (USACE) and the Department of Homeland Security, Federal Emergency Management Agency (FEMA) both have programs to assist States and communities in reducing flood damages and promoting sound flood risk management. However, the authority to determine how land is used in floodplains and to enforce flood-wise building code requirements lies entirely in the hands of State and local government. These types of floodplain management choices made at the State and local level impact the effectiveness of Federal programs to mitigate flood risk and the performance of Federal flood damage reduction infrastructure. Likewise, Federal programs and infrastructure can influence the floodplain management choices made by local and State government.

For this reason, it is critical that the USACE work with FEMA and its other Federal flood risk management partners to sustain ongoing coordination with State and local governments. It was with this purpose in mind that the USACE established the National Flood Risk Management Program in May of 2006. Through this program, USACE is leading collaboration with other Federal agencies, state and local governments and agencies, and the private sector to develop and implement a unified national flood risk management strategy that eliminates conflicts between different flood risk management programs and takes advantage of all opportunities for collaboration.

Fiscal Year 2010 funding and beyond will continue to build on work that was accomplished in FY 2006- 2009 using approximately \$4.575M in funds drawn from multiple sources. Specifically, the range of continuing activities involved in this effort includes,

- Identifying and addressing planning, institutional and policy impediments to successful flood risk management through policy development and discussion forums (such as the December '06 Wye River National Flood Risk Policy Summit and February 2008 National Levee Safety Summit), working in collaboration with other Federal agencies and state and local government.
- Restructuring existing programs where warranted to improve effectiveness and coordination.
- Designing and developing implementation strategies for new programs to address unmet flood risk management needs.
- Building upon ongoing interagency coordination and collaboration to integrate USACE programs and authorities, both internally and with counterpart programs and authorities of other Federal agencies, state organizations and regional and local agencies.
- Establishing state (Silver Jackets) and regional intergovernmental teams to develop and implement solutions to state and regional natural hazard priorities by assisting communities with leveraging information and resources, improving public risk communication, and creating a mechanism to collaboratively solve flood risk management issues and implement initiatives.
- Developing and initiating a management framework to improve internal communication between USACE's HQ and Districts and FEMA's HQ and Regions on flood risk management policy, practices and guidance.
- Developing and pilot testing a framework and methods for communicating flood risk and encouraging public involvement in flood risk management planning.

Priorities across the multiple activities included in this scope will be set by the USACE Senior Executive National Flood Risk Management Program Steering Committee and FEMA with Input from key stakeholder groups, such as the Association of State Floodplain Managers (ASFPM) and the National Association of Flood and Storm water Management Agencies (NAFSMA), will be taken into consideration when setting these priorities.

JUSTIFICATION:

The nation faces a growing flood hazard crisis with both existing development and newly developing areas locating in flood prone areas, often behind aging levees and flood control infrastructure. National flood damages, which averaged \$3.9B annually during the 1980s, have nearly doubled in the past decade (1995-2004), to an annual average of \$6.2B³. In addition to threatening public safety and economic investments, these flood risks represent a major liability for the U.S. taxpayer in the form of disaster assistance payouts for both emergency response operations and subsequent long-term recovery efforts. Federal disaster assistance outlays through the Disaster Relief Fund have grown drastically over the past three decades, increasing from an average annual outlay of \$444M during the 1980s, to an average annual outlay of \$3.75B during the past decade.⁴

³ Expressed in constant 2004 dollars. Ten year averages calculated from the NOAA National Weather Service Hydrologic Information Center Flood Damage Data, available at: http://www.nws.noaa.gov/oh/hic/flood_stats/Flood_loss_time_series.shtml

⁴ Expressed in constant 2005 dollars. Note this estimate includes outlays for all disasters, not just flooding. Ten year averages calculated from data provided in Table 1. of CRS report FL 33053, Federal Stafford Act Disaster Assistance: Presidential Declarations, Eligible Activities, and Funding, August 29, 2005.

In the United States, the responsibility for managing such flood risks is shared across the Federal, state and local levels of government and the private sector. In the absence of continuous collaboration, conflicting policies, programs and interests from multiple layers of government can work at cross purposes and undermine efforts to improve flood risk management, nationwide.

For this reason, in May of 2006, the U.S. Army Corps of Engineers established the National Flood Risk Management Program for the purpose of integrating and synchronizing USACE flood risk management programs and activities, with counterpart activities of FEMA, other Federal agencies, state organizations and regional and local agencies.

Goals of the program are to:

- Provide current and accurate flood risk and floodplain information to the public and decision makers at the national, regional, State and local levels.
- Identify and assess flood hazards posed by all flood risk reduction infrastructure including aging flood risk reduction infrastructure.
- Improve public awareness and understanding of flood related hazards and risks.
- Facilitate coordination of flood risk and flood hazard reduction programs and activities across local, state, and regional/watersheds with federal, state, local agencies, and Indian Tribes by implementing a lifecycle, system risk management strategy.
- Improve capabilities to collaboratively deliver and sustain flood risk reduction and flood risk mitigation services to the nation, regions and states and Indian Tribes.

The effort described in this Justification Sheet is needed to continue and direct improvements to the Nation's approach to managing flood risks accomplished through the National Flood Risk Management Program. In doing so, this effort will reduce the Nation's vulnerability to flood risks by working through that National Flood Risk Management Program with other Federal agencies, state and local governments, and the private sector to develop a unified national flood risk management strategy that eliminates conflicts between different flood risk management programs and takes advantage of all opportunities for collaboration.

FY 2008 & 2009 Accomplishments:

Throughout Fiscal Years 2006-2009, accomplishments in directing the National Flood Risk Management Program include:

- Established a National Flood Risk Management Program that integrates and synchronizes USACE flood risk management programs and activities, with counterpart activities of (FEMA), other Federal agencies, state organizations and regional and local agencies.
- Cooperating with FEMA and other Federal agencies and states to create the Silver Jackets intergovernmental teams in IA, IL, MO, MN, ND, ID, IN, LA and OH to implement solutions to state flood risk hazard priorities.
- Convening policy discussion forums involving experts in flood risk management from the private sector as well as Federal and non-Federal agencies and leading in the development of new policy and guidance to address institutional, policy and planning barriers to effective flood risk

management.

- Coordinating the USACE nation-wide levee inventory and assessments, improvements to the USACE levee inspection program, and USACE levee certification policies with FEMA's levee accreditation policies and nationwide flood map modernization program (Map Mod).
- Established the Intergovernmental Flood Risk Management Committee to provide for regular, quarterly meetings to provide FEMA and USACE leadership the opportunity to coordinate programs and policies, and thus improve program implementation for the flood risk management community. Additionally, the quarterly meetings have provided an opportunity for key stakeholder groups representing the non-Federal perspective, the Association of State Floodplain Managers (ASFPM) and the National Association of Storm and Floodwater Management Agencies (NAFSMA), to provide both agencies direct feedback on specific policy and implementation issues faced at the state and local level.
- Initiated work to improve flood risk communication and ensure public involvement in flood risk management planning, working in coordination with Federal and non-Federal flood risk management partners.
- Working with communities to identify options to remediate deficient levees or otherwise address the resulting public safety hazards in a comprehensive flood risk management planning context.

FY 2010 Activities:

Fiscal Year 2010 funding will be used for activities including:

- Identify and address planning, institutional and policy impediments to successful flood risk management through policy development and discussion forums such as the December '06 Wye River National Flood Risk Policy Summit, the February 2008 National Levee Safety Summit, and the 2009 Flood Risk Management Policy Summit, working in collaboration with other Federal agencies and state and local government.
- Restructuring existing programs where warranted to improve effectiveness and coordination.
- Designing and developing implementation strategies for new programs to address unmet flood risk management needs.
- Building upon ongoing interagency coordination and collaboration to integrate USACE programs and authorities, both internally and with counterpart programs and authorities of other Federal agencies, state organizations and regional and local agencies.
- Establish new and maintain existing state and regional intergovernmental teams to develop and implement solutions to regional and state flood risk hazard priorities by assisting communities with leveraging information and resources, improving public risk communication, and creating a mechanism to collaboratively solve issues and implement initiatives.
- Develop and initiate a plan to improve internal communication between USACE's HQ and Districts and FEMA's HQ and Regions on flood risk management policy, practices and guidance.
- Developing and pilot testing a framework and methods for communicating flood risk and ensuring public involvement in flood risk management planning. The risk communication activities conducted for FEMA Map Mod Coordination and levee safety program purposes are element of the larger flood risk management framework.

Appendix F - NFRMP FY2010 Resource Allocation

Program Activity	Allocation
NFRMP Management	\$ 814,570
National Intergovernmental Coordination	\$ 478,505
Flood Risk Communication Strategies	\$ 220,000
International Collaboration	\$ 293,000
Policy Studies	\$ 70,000
Regional / Watershed Intergovernmental Partnerships	\$ 350,000
Silver Jackets State Intergovernmental Partnerships	\$ 855,000
Program Management MSC & Districts	\$ 420,000
Total	\$ 3,501,075

Appendix G - Program Development Milestones

<u>Activity</u>	<u>Date</u>
Initial draft guidance provided to MSC for review & input	7 April 09
Overview FRMP Framework during VTC	16 April 09
MSC Identify POC for Coordination of guidance	24 April 09
MSC provide comment to initial draft guidance	8 May 09
Revised draft Guidance provided to MSC	22 May 09
Conduct FRMP Implementation workshops	
NAD/SAD	10-11 Aug 09
SPD/POD/NWD	13-14 Aug 09
MVD/LRD/SWD	19-20 Aug 09
Finalize Summary of Workshops/Submit to MSCs/Districts	2 Sep 09
Finalize NFRMP Guidance and coordination with the MSCs	4 Sep 09
Brief Senior Leadership at HQ USACE	14 Sep 09
Draft NFRMP PgMP Completed	25 Sep 09
Issue Final NFRMP Guidance to MSCs	5 Oct 09
MSCs and Districts designate FRM PM	16 Oct 09
NFRMP PgMP working draft Completed	30 Nov 09
MSC provide comments on NFRMP working Draft	1 Jan 10
Final working draft NFRMP PgMP provided to MSC	15 Jan 10
MSCs develop draft PgMPs	15 Feb 10
MSC draft PgMPs submitted to HQ for coordination	1 Mar 10
District develop PgMPs	15 Mar 10
NFRMP/SJ National Workshops	Apr-May 10
ASFPM National Conference	16-21 May 10

Appendix H - References

1. **ER 5-1-11**, U.S Army Corps of Engineers (USACE) Business Process, dated 1 November 2006.
2. **ER 25-1-8**, The Community of Practice (CoP) in the U.S Army Corps of Engineers (USACE), dated 23 January 2006.
3. **USACE Campaign Plan**
4. **Civil Works Strategic Plan 2010 - 2014**, Sustainable Solutions to America's Water Resources Needs, Version 2, May 2009.
5. **Public Law 93-288 (Stafford Act)**, *Robert T. Stafford Disaster Relief and Emergency Act*, as amended (42 U.S.C. 5121, et seq).
6. **Public Law 84-99**, *Flood Control and Coastal Storm Emergencies*, (33 U.S.C. 701n).
7. **ER 500-1-1**, *Civil Emergency Management Program*, 30 September 2001.
8. **ER 11-1-320**, *Army Programs - Civil Works Emergency Management Programs*, 1 October 1998.
9. **ER 5-1-14**, *USACE Quality Management System*, 30 April 2009.
10. **Section 2032**, *of the Water Resources Development Act (WRDA)2007*
11. *Executive Order 11988*, May 24, 1977; and
12. **HQ USACE Implementation Memorandum**; *Subject: USACE National Flood Risk Management Program Initial Guidance*, 5 Oct 2009