



**US Army Corps
of Engineers®**

DIRECTOR'S POLICY MEMORANDUM

CIVIL WORKS PROGRAMS

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SUBJECT: Updated Guidance for the U.S. Army Corps of Engineers (USACE) National Flood Risk Management Program (NFRMP)

CATEGORY: Guidance

1. References.

a. Guidance, National Flood Risk Management Program Initial Guidance, 05 October 2009. http://www.iwr.usace.army.mil/Portals/70/docs/frmp/USACE_National_Flood_Risk_Management_Guidance_Letter.pdf.

b. Plan, National Flood Risk Management Program – Program Management Plan, 2 July 2012. http://www.iwr.usace.army.mil/Portals/70/docs/frmp/FINAL_National_FRM_PgMP_14_Jan_13-signed.pdf.

c. Policy White Paper, Improving Public Safety – From Federal Protection to Shared Risk Reduction, Major General Don Riley, 26 February 2008. <http://www.iwr.usace.army.mil/Portals/70/docs/frmp/FloodPolicyWhitePaperEB08.pdf>

d. Memorandum, CECW-ZB, Subject: Further Advancing Project Delivery Efficiency and Effectiveness of Civil Works, 21 June 2017.

2. **Purpose.** This memorandum provides updated guidance for the USACE National Flood Risk Management Program (NFRMP).

3. **Applicability.** This memorandum is applicable to all Headquarters USACE elements, Major Subordinate Commands (MSCs), Districts, Laboratories, and Field Operating Activities having Civil Works responsibility.

4. Guidance.

This memorandum provides background information on the USACE NFRMP and highlights the program mission, vision, principles, and goals that are detailed in the attached updated guidance document.

a. The Headquarters (HQ) USACE established the NFRMP in 2006 with the understanding that successful management of the Nation's coastal and inland flood risk requires significant collaboration within USACE, federal agencies, and non-federal partners in and around floodplains. The Silver Jackets Program was established as a sub-element of the NFRMP to coordinate problem-solving and implementation of initiatives in support of State priorities. In

October 2009, HQUSACE issued policy guidance shown at reference 1.b to guide program implementation.

b. Since the issuance of program guidance in 2009 and 2012, USACE has continued to develop initiatives to achieve the program vision and has evolved with changes in broader flood risk management concepts and practice. To support this growth of the program and changes in flood risk management, HQUSACE formed an interdisciplinary Project Delivery Team, including members from Major Subordinate Commands (MSCs) and District offices, to assess the evolving practices related to managing flood risk and to provide recommendations for revising the USACE NFRMP.

c. The NFRMP is built upon the concept of shared responsibility and was designed to foster comprehensive approaches to address challenging flood risk management issues. Flood risks affect USACE mission goals across multiple communities of practice, including navigation infrastructure, water supply projects, hydropower operations, recreational objectives, and ecosystem services. A cross-business-line program strategy is required to ensure collective agency coordination and decisions that account for and balance flood risks. USACE has extensive resources and authority available to support flood risk management that must be integrated to effectively manage flood risk challenges. Additionally, other agencies, stakeholders, and partners at the federal, state, local, and non-governmental levels make choices that impact flood risk and have responsibilities and authorities to address the impacts of flood risk. Effective flood risk management is a shared responsibility that requires collaboration both within the USACE and with our external partners.

d. The updated USACE NFRMP Guidance (Attachment A) includes a revised vision, mission, adopted set of international guiding principles, and new program goals for the USACE NFRMP.

e. The vision of the USACE NFRMP is a United States whose economy, society, and natural landscapes are well-positioned to withstand, recover from, and adapt to ever-changing flood risks.

f. The mission of the USACE NFRMP is to increase capabilities across all aspects of USACE to improve decisions made internally and externally that affect the Nation's flood risk.

g. The NFRMP has adopted guiding principles presented in a United Nations Educational, Scientific and Cultural Organization (UNESCO) report: "Flood Risk Management: A Strategic Approach" as the Golden Rules of strategic flood risk management. These principles are essential for furthering the intended objectives of the NFRMP. Further explanation of the principles and their application within USACE is included in Attachment A. The UNESCO report principles include the following:

- (1) Accept that absolute protection is not possible and plan for exceedance.
- (2) Promote some flooding as desirable.
- (3) Base decisions on an understanding of risk and uncertainty.

- (4) Recognize that the future will be different from the past.
- (5) Implement a portfolio of responses, and do not rely on a single measure.
- (6) Utilize limited resources efficiently and fairly to reduce risk.
- (7) Be clear on responsibilities for governance and action.
- (8) Communicate risk and uncertainty effectively and widely.
- (9) Reflect local context and integrate with other planning processes.

h. A set of goals guide NFRMP progress toward achieving the program vision and mission. These goals help identify focus areas of the NFRMP and Silver Jackets programs over the next several years. The goals of the NFRMP are to:

- (1) Improve how USACE manages flood risk.
- (2) Improve how USACE supports others who are managing flood risk.
- (3) Improve linkages between flood risk management and other water resources challenges and opportunities.

i. More detailed explanations along with potential actions to contribute to the NFRMP goals can be found in Attachment A.

j. The updated program vision, mission, principles, and goals will improve USACE's ability to manage flood risk through our own authorities and mission areas and strengthen our collaboration with partners and stakeholders. While major changes within the NFRMP and Silver Jackets Programs are not anticipated as a result of the guidance update, these revised concepts re-emphasize vital program components and align our program direction with developments in flood risk management practice and policy since the NFRMP was established.

k. The NFRMP mission, vision, and principles in Attachment A are to be incorporated into activities across the Civil Works programs. The NFRMP goals, direction on roles and responsibilities, and internal coordination and external coordination are to be carried out by the NFRMP staff supported in part by NFRMP funds at the District, MSC, and HQUSACE levels:

(1) Each District and MSC will designate and support the Flood Risk Manager and Silver Jackets Coordinator(s) responsibilities. These responsibilities can be performed by one or two people at the discretion of leadership in the District and MSC. NFRMP staff should take this opportunity to review and adjust, where appropriate, current program actions and activities within their District or MSC to align with the revised program vision, mission, and goals and the clarified roles and responsibilities in Attachment A. Flood Risk Managers and Silver Jackets Coordinators in Districts and MSCs will continue to carry out the vision and mission of the NFRMP and Silver Jackets Programs by coordinating with other NFRMP staff, other functional areas within the USACE, and with external federal and non-federal partners. It is most important that NFRMP staff continue to be flexible and creative, think critically, problem solve, and foster collaboration across business lines and coordinate with other NFRMP staff.

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(2) In working with external partners, NFRMP staff should lead where appropriate, but should also strive to share technical expertise, skills, and collaborative capacity to support others in their endeavors to responsibly manage flood risks.

(3) Understanding flood risk management challenges in the broader context of water resources is key to integrated water resources management, a concept continually emphasized by USACE leadership. Where possible, NFRMP staff should strive to consider and address activities and actions within this context.

1. Funding for USACE participation on state Silver Jackets teams and Flood Risk Management program management within Districts will continue to be provided through the NFRMP administered by the Institute for Water Resources. The MSC management activities should be funded under the Expenses Program.

m. Additional information is available in Attachment A providing greater detail regarding how to implement these updates to the program. A revised Program Management Plan and NFRMP Communication and Stakeholder Engagement Plan are being developed to reflect the updates outlined in this memorandum. These documents will be issued to support full implementation of the program.

5. **Proponent.** The proponent office for this memorandum is the Office of Homeland Security. Please address any questions regarding this guidance to Dr. Stephanie Bray at 202-761-4827 or Mr. Doug Bellomo at 703-428-7087.



James C. Dalton, P.E., SES
Director of Civil Works

Attachment A – National Flood Risk Management Program Guidance

ATTACHMENT A: NATIONAL FLOOD RISK MANAGEMENT PROGRAM GUIDANCE

1. National Flood Risk Management Program Guidance

2. **Purpose.** This Attachment updates guidance for the implementation of the U.S. Army Corps of Engineers (USACE) National Flood Risk Management Program (NFRMP) and supports the Memorandum on Updated Guidance for USACE NFRMP. The NFRMP supports an ongoing transition toward flood risk management and away from the notion that floods can be completely controlled. Flood risk management recognizes the uncertain and dynamic nature of floods and expands the set of possible solutions to include those that reduce consequences associated with flooding. Further, it looks at opportunities to improve community flood resiliency enabling quicker and fuller recovery when flooding does occur. This range of coastal and inland flood risk management solutions is intentionally expanded beyond the traditional, sometimes costly, solutions employed for flood control or flood damage reduction. Flood risk management recognizes changes in risk over time and focuses on the entire flood risk management life-cycle, requiring broad consideration and effort across time, geographic areas, and USACE mission areas

a. The Silver Jackets Program is a component of the NFRMP and supports the NFRMP vision, mission, and principles at the state level through participation on intergovernmental, state-led teams. USACE currently supports these interagency teams in forty-eight states and the District of Columbia and encourages team development in the remaining two states.

b. This updated guidance reflects the program's continued growth, evolving theory and practice related to flood risk, and USACE's increasingly complex and nuanced consideration of risk and risk-informed decision-making. It serves as an update to the NFRMP Guidance Memo of 2009¹. Additional explanation and greater detail will ultimately be found in the revised Program Management Plan (PgMP) and NFRMP Communication and Stakeholder Engagement Plan, currently under development.

c. The USACE Office of Homeland Security began to develop revised program guidance in 2015. An interdisciplinary Project Delivery Team (PDT) was established to revise the guidance and included members from across Civil Works, including representatives from Headquarters (HQUSACE), Major Subordinate Commands (MSCs), and Districts. This membership intentionally represents the broad range of programs and authorities related to flood risk management within USACE. The PDT developed a revised set of guiding program concepts, including a vision, mission, principles, and goals. They also developed high-level guidance on roles and responsibilities of those officially acting under the NFRMP at all levels of USACE. These concepts have informed the development of this revised National Flood Risk Management Program Guidance Memo, the PgMP, and other program guidance documents.

¹ National Flood Risk Management Program Initial Guidance (2009)
http://www.iwr.usace.army.mil/Portals/70/docs/frmp/USACE_National_Flood_Risk_Management_Guidance_Letter.pdf

3. **History.** HQUSACE established the NFRMP in 2006 as a comprehensive approach for sustainable national flood risk management. The NFRMP helps coordinate and synchronize programs, activities, and initiatives internally and with federal, state, tribal, and local partners and stakeholders at all levels (including industry, professional organizations, and sometimes international governments). The program grew and was further refined by lessons learned from extreme events, such as Hurricane Katrina and Super Storm Sandy, which drew attention to the need for collaboration in and around floodplains.

a. The concept of a “Silver Jackets” Program was first discussed at a Regional Interagency Steering Committee mitigation subgroup meeting in Chicago, Illinois, in 2005. The initiative was further developed by the Federal Emergency Management Agency (FEMA) and USACE, with two pilot Silver Jackets teams formed by USACE, FEMA, and the emergency management agencies and departments of natural resources in Ohio (in 2005) and Indiana (in 2006). When the NFRMP was established in 2006, the Silver Jackets Program came under its umbrella, serving as the mechanism by which USACE provides coordination and support to state-led interagency flood risk management.

b. In October 2009, HQUSACE issued a memo signed by MG Temple, Deputy Commanding General for Civil and Emergency Operations, providing initial guidance for implementing the NFRMP. The memo outlined key concepts of the NFRMP and Silver Jackets Programs, provided detail as to how the programs would advance flood risk management efforts for the Nation, established the Headquarters-level “matrix organization” to manage and implement the programs, and established roles for a Flood Risk Management Program Manager and Silver Jackets Coordinator at the MSCs and the Districts.

c. In December 2012, HQUSACE issued additional guidance on the implementation of the NFRMP and Silver Jackets Program in the form of the 2012 Program Management Plan. After it was issued, all MSCs were encouraged to develop a supporting Program Implementation Annex to provide more detail about how the program would be implemented and executed within their Area of Responsibility.

4. **Program Vision, Mission, and Principles.** The following program concepts, including a vision, mission, principles, and goals, were developed collaboratively to support continued program growth and development. The vision, mission, and principles will guide the NFRMP moving forward and remain the context in which the program is executed.

a. **Vision:** A United States whose economy, society, and natural landscapes are well-positioned to withstand, recover from, and adapt to ever changing flood risks.

b. **Mission:** Increase capabilities across all aspects of USACE to improve decisions made internally and externally that affect the Nation’s flood risk.

c. **Principles:** These principles, with supporting brief discussion, were presented in a United Nations Educational, Scientific and Cultural Organization (UNESCO) report, “Flood Risk Management: A Strategic Approach,” as the Golden rules of strategic flood risk management. Adopting these shared principles allows the NFRMP to better align its efforts internally and with those of other agencies and entities. The principles are broad and provide a cornerstone of good flood risk management practice; it is expected that USACE coordinate its efforts with its many

flood risk management partners to achieve these principles. The UNESCO report principles, with rephrased supporting discussion, include the following:

(1) *Accept that absolute protection is not possible and plan for exceedance.* Design standards, however high they are set, will be exceeded. Structures may fail (e.g., breach, fail to close, etc.) and early warning systems or evacuation plans may not work as expected. Accepting that some degree of failure is almost inevitable places a focus on enhancing resilience.

(2) *Promote some flooding as desirable.* Floods and floodplains provide fertile agricultural land and promote a variety of ecosystem services. Making room for water maintains vital ecosystems and reduces the chance of flooding elsewhere.

(3) *Base decisions on an understanding of risk and uncertainty.* An explicit trade-off between the risks reduced, opportunities promoted, and the resources required to achieve them is central to flood risk management. The uncertainty within the data and models must be explicitly acknowledged to support robust choices.

(4) *Recognize that the future will be different from the past.* Future change (in climate, society, structural condition, and other factors) can profoundly influence flood risk. Developing ongoing adaptive strategies enable flood risk managers to respond to the reality of the future as it unfolds, minimizing regret, in a purposeful and planned way.

(5) *Implement a portfolio of responses, and do not rely on a single measure.* Integrated management involves consideration of the widest possible set of actions. This includes probability and consequences (exposure and vulnerability) of flooding.

(6) *Utilize limited resources efficiently and fairly to reduce risk.* The resources used must be related to the nature of the risk rather than on universal or generalized engineering standards of protection. Management strategies should consider efficiency both in terms of risk reduction, resources required, and fairness and ability to maximize ecosystem opportunities.

(7) *Be clear on responsibilities for governance and action.* Governments, businesses, communities, and individuals must be active participants—all sharing responsibility and contributing fiscal support within a clear framework of collaboration.

(8) *Communicate risk and uncertainty effectively and widely.* Decision-makers and the public must understand the risks they face. Effective communication of risk enables better preparation and helps ensure support for mitigation measures where necessary. Communicating the risk after a catastrophe is too late.

(9) *Reflect local context and integrate with other planning processes.* The preferred strategy for a given location will reflect the specific risks faced (and not arbitrary levels of protection that should be achieved).

5. **Goals.** To make progress toward achieving the program vision and mission, a set of short-term goals have been developed for the NFRMP. These goals identify priority focus areas of the NFRMP and Silver Jackets programs over the next several years.

Subject Updated Guidance for the USACE National Flood Risk Management Program

a. *Goal 1: Improve how USACE manages flood risk.* USACE, in coordination with internal and external partners, makes decisions that affect flood risk. Decision-making is improved when our programs, people, and processes are aligned. USACE can improve our contribution to how flood risk is managed by better leveraging agency-wide expertise and resources, fostering awareness across programs, sharing technical and programmatic information, and improving our collective capacity and capabilities. The NFRMP will serve to bring together the resources and expertise existing across the agency and facilitate the sharing and leveraging of information across the agency. These actions can improve our overall efficiency and effectiveness and allow us to take full advantage of opportunities for aligning flood risk management with other goals. Efforts may include but are not limited to:

(1) Foster awareness of flood risk management opportunities and benefits across all programs, business lines, and Communities of Practice (CoPs) at all levels of the organization through webinars, newsletters, and other engagement.

(2) Build capacity and capability across the flood risk management life cycle and in the areas of risk identification, assessment, communication, and management through routine budgeting, management decisions, and providing training opportunities.

(3) Incorporate flood risk management principles and practices in USACE policies and programs as guidance documents are updated.

(4) Reach out to other business lines and CoPs when tough challenges arise to facilitate cross-mission-area problem-solving and improve flood risk management decisions.

(5) Seek to provide technical and programmatic data and information to improve analysis and decision-making.

(6) Inform USACE investment decisions with flood risk data, where appropriate.

(7) Leverage funding sources from other programs and groups to better solve flood risk management and water resources problems.

b. *Goal 2: Improve how USACE supports others who are managing flood risk.* Flood risk is a shared challenge among individuals, all levels of government (federal, state, local, and tribal), the private sector, non-profit groups, academia, and others. USACE can convene people in discussions regarding flood risk, to share knowledge and expertise, and to advise those facing flood risk challenges on ways to overcome them. These opportunities and the partnerships formed around them are a key part of supporting comprehensive flood risk management decisions. The NFRMP can play a role in identifying and convening the appropriate partners for understanding these complex flood risk management challenges. USACE can improve support to others by learning from them and putting our ideas in context with their objectives. Doing so will help expand the suite of risk management solutions; improve risk communications; lead to better tools, data, and analytical know-how; and encourage the integration of flood risk management principles across other disciplines. Efforts may include, but are not limited to:

(1) Partner with other federal agencies and interagency groups to lead and encourage flood risk management efforts.

(2) Engage states, communities, tribal governments, regional groups, and sponsors to understand their flood risk management condition and needs, and to offer technical and other assistance to support informed decisions.

(3) Develop, implement, and support tools that better portray flood risk and assist in on-the-ground decision-making.

(4) Provide external partners and contacts with streamlined access to USACE personnel and information regarding flood risk related programs.

c. Goal 3: Improve linkages between flood risk management and other water resources challenges and opportunities. Integrating flood risk challenges into the larger water resources management context often leads to better outcomes. As the Nation's preeminent engineering agency, with a multitude of water-related missions, USACE is uniquely positioned to address flood risk management as part of an integrated water resource management approach. USACE can improve this integration by considering the full range of possible fluctuations over time, including drought as well as flood; recognizing water quality and habitat effects in addition to water level and flow effects; understanding how flood risk management goals intersect and interact with other environmental, economic, or social goals; and considering challenges on a system-wide basis. The NFRMP brings extensive and unique knowledge of flood risk to agency discussions and decisions related to larger water resource challenges. The relationships the NFRMP builds with USACE, federal, and non-federal entities position the NFRMP to encourage flood risk management projects, initiatives, and partnerships to address more than just flooding issues and consider water resources more broadly. Efforts may include, but are not limited to:

(1) Identify linkages between current flood risk management work and integrated water resources management at the District and MSC level and with other federal agencies.

(2) Convene other agencies, internal and external experts, state, tribal, and local governments, and other parties to develop approaches to address difficult water resources challenges.

(3) Develop/support projects and pilots that work to overcome barriers to implement integrated water resources management. These solutions may include anticipating changing conditions in climate, land use, demographics, technology, and other factors that shape flooding and drought and their consequent impacts on water supply, demand, and quality.

(4) Develop/support environmentally sustainable solutions for flood risk management considering the Corps Environmental Operating Principles, especially the principle to consider the environment in employing a risk management and systems approach throughout the life cycles of projects and programs. Environmental consequences, impacts to endangered species, existing mitigation activities, and threats such as invasive species should be addressed in an open and transparent process that is consistent with applicable laws and supports environmentally sustainable solutions.

6. Roles and Responsibilities. Flood Risk Managers and Silver Jackets Coordinators guide the implementation of the NFRMP vision and mission at the District, MSC, and HQUSACE levels.

They do this with the support of, and through, other functional areas, CoPs, and programs, and in collaboration with other levels of government and flood risk management experts.

a. Each District will designate and support a Flood Risk Manager and Silver Jackets Coordinator(s) and determine where organizationally these functions best fit. Location within the organization is less important than staff being empowered to act to meet the expected roles and responsibilities detailed below. Flood Risk Managers and Silver Jackets Coordinators can operate from Planning, Engineering and Construction, Operations, and Emergency Management, among other functional areas. Flood Risk Managers and Silver Jackets Coordinators can expect to work across these functional areas to integrate the NFRMP mission.

b. Each District will determine whether to separate Flood Risk Manager and Silver Jackets Coordinator positions or couple the responsibilities in one dual-hatted position. These positions may not require 1 Full-Time Equivalent. Workload and overall expected level of responsibility should be based on the magnitude and complexity of flood risk management challenges, opportunities, and activities.

c. Each MSC will designate and support a Flood Risk Management Program Manager and a Silver Jackets Program Manager. The MSCs are to determine where these functions best fit organizationally.

d. The specific roles and responsibilities will vary broadly between Districts and MSCs, and the activities discussed are intended to be illustrative and not comprehensive. It is important for Flood Risk Managers and Silver Jacket Coordinators to think critically, solve problems, and be flexible and creative in their positions. For more detail on District and MSC roles and responsibilities, refer to the PgMP.

(1) *District and MSC Flood Risk Managers.* District and MSC Flood Risk Managers assist functional areas and CoPs in carrying out their missions while incorporating flood risk management concepts and implementing flood risk management activities internally and with external entities. They seek to raise awareness of the USACE flood risk management mission, increase understanding of the flood risk in the area of responsibility, bring together internal and external parties to identify management activities and improvements, provide needed data and analysis to carry out activities, and serve as a catalyst and resource for flood risk management. The key programs to engage with are detailed in Section 6: Internal Relationships.

(2) *Silver Jackets Coordinators.* Silver Jackets Coordinators at the District level and Program Managers at the MSC level coordinate and assist state-led interagency teams to address their flood risk management priorities. Working closely with Flood Risk Managers, Silver Jackets Coordinators leverage agency-wide expertise and resources in support of state interagency partnerships and support opportunities to co-develop solutions for flood risk preparation, response, recovery, and mitigation.

(3) *Headquarters (HQ)/Institute for Water Resources (IWR).* The NFRMP is managed by HQUSACE with support, including budget management, from the IWR team. The Silver Jackets Program operates as part of the NFRMP. HQ/IWR manages national execution of the program, establishes new and promotes existing interagency partnerships at the national level, and manages the development of national policy and guidance for the NFRMP. HQ/IWR works with

other functional areas, CoPs, and programs to promote flood risk management concepts and to develop and update agency policies to reflect flood risk management mission, principles, and actions. At the national level, HQ/IWR develops external partnerships to align federal program activities, effectively communicates flood risk principles and concepts, and updates policy and guidance. Program management responsibilities also include initiating research and other studies to inform flood risk management priorities and policies. HQUSACE, with IWR support, also prioritizes national annual budget needs for the Flood Risk Management Business Line by developing guidance and performance criteria and ranking criteria for the Chief's budget recommendation to the Assistant Secretary of the Army for Civil Works.

(4) *NFRMP Staff Skills*. To fulfill these roles and responsibilities, Flood Risk Managers, Silver Jackets Coordinators, and HQUSACE staff must have technical understanding of flood risk and flood risk management and experience with flood risk management analysis, projects, and activities. It is equally important that those in the NFRMP can review and understand technical information related to flood risk and translate that information to make it understandable to a non-technical audience. NFRMP staff must have strong communication skills, be committed to the development and maintenance of relationships with various partners for flood risk management, and understand how to implement the necessary collaborative relationships to develop more comprehensive flood risk management opportunities. NFRMP staff must be broadly familiar with the range of authorities, programs, and activities available within USACE to address flood risk management challenges and opportunities so they can assist their partners in developing the most appropriate flood risk management solutions. NFRMP staff must also be willing to be true collaborators, understanding that flood risk management solutions often require multiple partners and parties and frequently do not require USACE to be the lead nor provide significant support or assistance.

7. Internal Relationships. USACE has extensive resources and authority available to support flood risk management. However, it remains essential that the NFRMP and Silver Jackets Program integrate agency resources across functional areas to most effectively address flood risk challenges. Successful implementation of the principles of the NFRMP and Silver Jackets Program, including the collaborative approach to flood risk management, will contribute to more sound and sustainable decisions, strategies, and solutions related to flooding for both USACE and its partners.

a. CoPs bring together expertise from across the USACE organization to collectively learn, solve problems, build skills and competencies, and develop best practices around a shared concern, goal, or mission. NFRMP staff develop, support, and strengthen engagement across all NFRMP-relevant CoPs throughout all levels of the organization. In doing so, Flood Risk Managers and Silver Jackets Coordinators leverage the skills and capabilities of CoPs in delivery of technical services and support to communities and stakeholders as they address their flood risk management priorities. Similarly, Flood Risk Managers and Silver Jackets Coordinators are well equipped to support other CoPs by identifying data, aiding with analyses, and sharing other relevant flood risk management expertise.

b. Numerous functional areas within USACE influence or are influenced by flood risk management issues. As such, there are numerous internal partnerships that Flood Risk Managers and Silver Jackets Coordinators develop and strengthen. Within these functional areas are numerous directly relevant CoPs, sub-CoPs, and mission areas. The key functional areas with

overlap and interface with the NFRMP mission are listed below. NFRMP staff should seek opportunities to establish relationships with these functional areas and their relevant CoPs and understand synergies that offer opportunities for collaborative approaches to flood risk management. Flood Risk Managers and Silver Jackets Coordinators may work with different functional areas based on the water resource and flood risk challenges in their District or state, so this list is not meant to be restrictive. For a more inclusive and detailed list of relevant CoPs, sub-CoPs, and mission areas that either are involved with flood risk management, could be aided by NFRMP staff, or could offer resources to support the NFRMP mission, please refer to the PgMP.

(1) *Planning and Policy*. Planners have skills in problem-solving, alternative evaluation, environmental impacts, and cultural resources, as well as a diverse range of authorities granted to USACE. Activities include consideration and development of new USACE water resource projects, repair and rehabilitation of existing USACE projects, and provision of technical assistance programs. Key flood risk management programs within this CoP include Special Investigations, Planning Assistance to States, Floodplain Management Services, and the Continuing Authorities Program. The planning process is flexible and is applied throughout USACE by planners to inform decisions. Flood Risk Managers and Silver Jackets Coordinators should seek opportunities to provide information, expertise, and connections to Planning to ensure flood risk challenges are identified. NFRMP staff can also engage external partners in this effort. Within Planning and Policy, key sub-CoPs and mission areas include the Planning CoP and the Plan Formulation, Economics, Ecosystem Restoration, and Cultural Resources sub-CoPs.

(2) *Engineering and Construction (E&C)*. E&C personnel are involved in the design and construction of Civil Works flood risk management projects, along with other Civil Works projects. Staff in E&C are involved in the technical aspects of engineering, construction management, environmental protection and restoration, operations, and maintenance of USACE missions worldwide. Beyond their crucial involvement in the development of projects, there are multiple sub-communities within E&C that have direct relationships to flood risk management. These sub-CoPs and mission areas include the Dam Safety Program, Levee Safety Program, the Hydrology, Hydraulics, and Coastal CoP, and the Climate Preparedness and Resilience CoP. Flood Risk Managers and Silver Jackets Coordinators play a key role in assisting E&C in communicating flood risk and the results of technical assessments, especially to non-technical audiences such as states, tribes, communities, FEMA, and other public and private sector stakeholders. They assist with identification of data and analyses to be leveraged across E&C CoPs. NFRMP Staff are skilled partners for E&C in the provision of information about USACE and other agency programs to support the development of community-supported flood risk management options.

(3) *Operations*. Operations personnel are involved in various aspects of managing USACE Civil Works projects. Relevant sub-CoPs and functional areas include Navigation, Hydropower, Natural Resources Management, and Asset Management. Operations & Maintenance staff at flood risk management projects provide critical activities that maintain FRM assets onsite, perform the inspection and monitoring of on-site equipment, perform the operations of facilities during flood events, and perform emergency operations including road closures and evacuations within the flood pool of the reservoir. Operations personnel may also be involved in granting permission to others to modify a USACE Civil Works project in

accordance with Section 14 of the Rivers and Harbors Act of 1899 (33 USC 408). The Operations Project Manager and staff develop work packages that are evaluated for performance and service levels, with any needs for repair, replacement, upgrade, or safety identified by field operational staff and provided to Districts for budget consideration based on risks. NFRMP staff should engage with appropriate sub-CoPs to remain aware of activities that could be supported by NFRMP data, analysis and expertise, and to provide a linkage to external partners when mutually beneficial to all involved.

(4) *Regulatory*. The Regulatory Program authorizes the discharge of dredged or fill material into waters of the U.S., including wetlands pursuant to Section 404 of the Clean Water Act; work or structures in, over, or under navigable waters of the U.S. pursuant to Section 10 of the Rivers and Harbors Act of 1899; and the transportation of dredged material for open ocean disposal pursuant to Section 103 of the Marine Protection, Research, and Sanctuaries Act. In instances where a Regulatory action may affect a Corps Civil Works Project (proposed or constructed), Regulatory and the relevant mission areas will coordinate, as appropriate. In those instances where an activity requiring Regulatory authorization could have impacts to a floodplain or flood hazards, Regulatory staff will engage with NFRMP staff, as appropriate.

(5) *Real Estate (RE)*. RE is responsible for the real property at USACE projects, such as recreation areas, picnic areas, marinas, and field offices. Real estate exercises full responsibility for providing comprehensive real estate support to the District, including acquisition by purchase, lease, or condemnation; and management of project lands, including encroachments and disposal by sale or exchange. RE is also responsible for the integrity of Real Estate Management Information System (REMIS) data.

(6) *Emergency Management (EM)*. EM leads USACE efforts to prepare for natural disasters, support communities in responding to flood events, and coordinate the repair of eligible flood risk management projects damaged by a flood. Federally declared disasters are governed by the Stafford Act, National Response Framework (NRF), and the National Disaster Recovery Framework (NDRF). These documents designate USACE as the lead federal agency for Public Works, Engineering, and Infrastructure System support that is provided to impacted states when missions are assigned by FEMA. These missions can include response and recovery missions for floods that are beyond USACE PL 84-99 authority/policy. Flood Risk Managers and Silver Jacket Coordinators can assist Emergency Management personnel in states' and other federal agencies' preparation for all natural disasters, response, and recovery to flood events under PL 84-99 (FCCE appropriation) and NRF/NDRF, and support other elements of the flood risk management life-cycle.

(7) *Public Affairs*. The Public Affairs Office (PAO) educates and informs the American people about USACE policies, programs, and activities. Every member of USACE contributes to effective public affairs. The primary functional areas are internal command information, public information, and community engagement. The early engagement of public affairs offices in the project/program management planning process helps identify critical opportunities or challenges. Public affairs officers can help identify the best methods to educate and inform appropriate audiences about the flood risk management program/projects, which may include a variety of activities within its functional areas. The Flood Risk Manager and Silver Jackets Coordinator should engage with PAO to communicate flood risk, to gain additional suggestions

as to how to most effectively communicate, as well as to ensure PAO has access to the most up-to-date information available related to flood risk.

(8) *Critical Infrastructure Protection and Resilience Program (CIPR)*. The CIPR program leads USACE's implementation of consequence-based screening and prioritization efforts to identify critical projects within the Civil Works portfolio of projects. Each year, USACE implements a portfolio-wide prioritization process by applying a Consequence-based Top Screen methodology to USACE projects where potential failure, damage, or disruption through physical or cyber means could lead to the most significant consequences. This systematic process is used to identify and prioritize critical projects within USACE's portfolio, guide resource investment priorities for conducting security risk assessments, support the identification of physical and cybersecurity requirements to mitigate those risks, and inform budget investment decisions against other operational risks and competing priorities.

(9) Consequence-based screenings have facilitated systematic data collection efforts to characterize human, economic, and mission disruption impacts for our Civil Works projects. Through the Flood Risk Management Business Line, some of this information has been leveraged to help inform the annual Civil Works program budget development process in the justification and prioritization of flood risk management project activities. In the future, this information could also be useful in identifying and prioritizing collaborative efforts involving public and private stakeholders to address regional disaster resilience issues triggered by significant flood events. Through the Silver Jackets Program, USACE can assist public and private stakeholders within a region to identify, analyze, assess, and enhance regional preparedness and disaster resilience through multi-jurisdictional, discussion-based activities (workshops, seminars, tabletops, etc.). These activities would significantly contribute to achieve a greater understanding of the potential impacts associated with significant flooding events, identify critical infrastructure interdependencies that influence local and regional disruptions, and assist public and private stakeholders in improving recovery strategies and business continuity plans, thus enhancing regional resilience and promoting robust partnerships at the federal, state, local, territorial, and regional levels.

8. External Relationships. Numerous agencies at all levels of government and outside government have expertise, resources, and authorities in flood risk and floodplain management beyond USACE's knowledge and subject matter expertise. Partnership and engagement with these entities is critical to managing flood risk as a nation and successfully implementing the NFRMP. When appropriate, the existing external partnerships established by other functional areas that NFRMP staff work with should be leveraged rather than developing new relationships.

a. *Federal Agencies.* At the federal agency level, the purpose of partnership efforts is to bring together complementary programs' authorities to provide both funding and technical assistance to state, tribal, or local governments to develop and implement flood risk management solutions. Sometimes there are regulatory barriers, differing capabilities and contracting rules that impede partnerships with other federal agencies, but a working relationship with the appropriate region or office of relevant federal agencies can help anticipate or avoid these challenges. At the HQUSACE level, federal partnerships are intended to lead to development of national policies and initiatives to improve flood risk management for the Nation. Existing interagency efforts include participation on the Federal Interagency Floodplain Management

Task Force, Mitigation Framework Leadership Group, partnerships with individual federal agencies (at the headquarters level) and national non-governmental organizations (NGOs).

b. *States.* Partnerships at the state level serve as a conduit to USACE and partner agency resources available to address flood risk management challenges. State governments are organized differently, so each state has different agencies that may be appropriate partners in flood risk management. Many state agencies have heavily invested in dams and levee systems, as well as other water related infrastructure which can shape flood risk and impact systems where USACE has responsibility. Silver Jackets teams are built around state priorities and partnerships that support and address state hazard mitigation or flood risk management priorities and assist in leveraging multi-agency solutions to address those priorities consistent with individual agencies' missions and authorities. State agencies serve as leads on Silver Jackets teams, but can also be partners in addressing flood risk management issues that may not require multi-agency solutions or programs such as technical assistance. Possible state-level partners for NFRMP staff include the State Hazard Mitigation Office, Emergency Management, Department of Natural Resources (or Water), offices or departments of housing, and other state groups that have a water or flood interest. District and MSC NFRMP staff should be aware of state agency needs and the state-level players addressing them to better serve the state and inform HQUSACE level initiatives and policies.

c. *Tribes.* Tribes are interested in life safety and potential economic impacts associated with flooding, but may also have heightened interests associated with sacred and cultural sites, subsistence farming and fishing, and return of floodplains to a more natural state. Federally recognized tribes are sovereign nations and, as such, have a special relationship with federal agencies. The NFRMP will coordinate with the HQUSACE Office of Tribal Affairs and work through their District tribal liaisons to implement this program.

d. *Local Governments.* Local governments have the best understanding of local flood risk challenges and insight into the opportunities for improvement. In many cases, local agencies may be project sponsors for USACE flood risk management projects, or may be involved in operation and maintenance of such projects. Additionally, local government agencies are typically responsible for key decisions, such as ordinances, zoning regulations, and capital improvement plans, which have significant flood risk management implications. Included under the local government subset are counties, levee districts, drainage districts/watershed districts, and others.

e. *Private Sector.* Businesses, corporations, and other members of industry often have interest in flood risk management, and some private entities have a local understanding of flood risk management challenges and opportunities. Within this category are also Public-Private Partnerships, often formed for a very specific purpose through the development of a cooperative arrangement between one or more public and private sectors whose terms are typically of a long-term nature.

f. *Non-governmental Organizations.* NGOs can be sources of significant expertise and research contributing to a more comprehensive understanding among the public and all levels of government agencies of flood risk challenges and flood risk solutions. NGOs can be more experienced in communicating flood risk and have existing communication avenues positioning them as key partners in flood risk communication, both with the public and with elected officials.

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Subject Updated Guidance for the USACE National Flood Risk Management Program

NGOs assist critically needed flood risk management functions, such as increasing public awareness and funding tools like rain gages and stream gages.

g. International Organizations. Internationally, USACE establishes and maintains beneficial relationships with governments and other organizations to encourage information exchange, cooperation, and collaboration on improving approaches and techniques that can achieve flood risk reduction.

9. Supporting Guidance. Additional documents to support the implementation of this Guidance are forthcoming, including a PgMP and Communication Plan. Please address any questions regarding this Guidance to Dr. Stephanie Bray at 202-761-4827 or Mr. Doug Bellomo at 703-428-7087.