

National Flood Risk Management Program

Program Management Plan

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US Army Corps of Engineers
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TABLE OF CONTENTS

PREFACE AND VISION	1
1.0 INTRODUCTION	2
1.1 Program Objectives	3
1.2 Contributing Initiatives/Activities	3
1.3 Strategy	4
1.4 Challenges	5
2.0 IMPLEMENTATION	9
2.1 Roles and Responsibilities	10
2.2 Objectives and Actions	14
3.0 RESOURCE REQUIREMENTS AND MILESTONES	21
3.1 Resource Requirements	21
3.2 Program Development Milestones	22
4.0 PROGRAMMATIC DESCRIPTION	22
5.0 PERFORMANCE MEASUREMENT	22
6.0 QUALITY CONTROL AND QUALITY ASSURANCE	23
7.0 COMMUNICATIONS PLAN	23
7.1 Goal	23
7.2 Objectives	23
7.3 Communication Strategy	24
8.0 PROGRAM SUCCESS	24
9.0 APPROVALS	25
APPENDICES	25
Appendix A - Flood Risk Management Cycle	1
Appendix B - Programs Requiring Coordination	2
Appendix C - HQ FRMP Matrix Structure	3
Appendix D - Silver Jackets Program Coordination Requirements	4
Appendix E - NFRMP FY2012 Justification Sheet.....	5
Appendix F - NFRMP Fiscal Year Resource Allocation	9
Appendix G - Program Development Milestones- Current Year Objectives	10

Appendix H - References 17
Appendix I – Communications Strategy 18

PREFACE AND VISION

As a Direct Reporting Unit, 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 role in the nations flood risk management arena. Thus, the 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 (DHS), Federal Emergency Management Agency (FEMA), other Federal agencies, state organizations, regional and local agencies, and Non-governmental Organizations (NGO).

In order to achieve success, the Flood Risk Management Program (NFRMP) embraces the USACE 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. The NFRMP supports USACE Campaign Goals 2, 3 and 4. By enabling internal and external collaboration with national, regional, state, and local level stakeholders, the NFRMP supports Campaign Plan Goal 2's focus on improved collaboration with stakeholders within watersheds to develop sustainable, integrated solutions to flood risk challenges. Campaign Plan Goal 3c is supported by assisting states and communities to make better risk informed decisions through the watershed and state partnerships developed by this program. Collaborative partnerships enable stakeholders and the public to make informed decisions for managing flood risk by providing information and education on flood risk. Campaign Plan Goal 4a is supported through improved coordination and integration of the full range of the USACE Communities of Practice (CoP) 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 operationalized by a series of cross-cutting methods, including the use of 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 of adaptive management processes; 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 principal 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 the Nation. 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 because other agencies external to USACE also have roles, responsibilities, and authorities in floodwater and floodplain management. Management of the Nation's flood risk is truly a shared responsibility.

This Program Management Plan (PgMP) discusses ways to engage all USACE Communities 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 working differently from the past and to help achieve a vision to lead collaborative, comprehensive and sustainable national flood risk management in order to improve public safety and reduce flood damages to our country. This demands a broader perspective in all USACE 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 management 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 from thinking we can “control” floods to “managing flood risks”. Early on, USACE worked on “controlling” floods to “reduce flood damages.” However, USACE is now taking a major step to “managing flood risk” with the understanding that flood risk management projects cannot completely eliminate all flood risk and that we cannot control floods. A national flood risk management strategy does not presently exist, and USACE has moved forward to lead stakeholders and responsible parties in better managing flood risk.

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

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

multiple federal, state, tribal and local government agencies, with a complex set of programs and authorities, and private citizens.

Both USACE and FEMA have programs to assist states and communities in reducing the consequences of flooding 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 risk management infrastructure. Likewise, federal programs can impact the floodplain use choices made by non-Federal level governments and private citizens.

Despite the 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 all activities. As a consequence, opportunities for cross-agency collaboration are missed, especially on a watershed basis and/or regional approach. Furthermore, activities carried out under different agency programs often conflict with one another. In the absence of continuous collaboration, conflicting policies, programs and interests from multiple layers of government can undermine efforts to improve flood risk management nationwide.

1.1 Program Objectives

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

This Program Management Plan (PgMP) outlines the processes that will be used for management of the National Flood Risk Management Program (NFRMP) and implementation of the program at both the Major Subordinate Command (MSC) 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. The risk should be 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. The second 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. The objective will be achieved through application of the Contributing Goals identified in Section 1.2.

1.2 Contributing Initiatives/Activities

This PgMP fully supports the Chief's strategic directions and goals outlined in the USACE Campaign Plan. The program objectives 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 management 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, tribal, 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 external stakeholders, such as the National Association of Flood and Storm water Management Agencies (NAFSMA) and 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. An integrated approach to water resource planning considers flood risk management as one of many objectives needed in a watershed. Other objectives might include ecosystem restoration, water supply, hydropower, 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 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 Headquarters (HQ) USACE guidance to provide the framework for initiating actions to implement the 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.
- Identified challenges and recommended strategies included in Section 1.4 will be used as 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.

Effective flood risk management 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 on ensuring 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. 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 the collaborative effort during future flood events. Appendix B provides a list of flood risk management programs and activities to 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 to achieve sustainable flood risk management.

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.

USACE 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-USACE 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 National Flood Risk

The perception of flood risk seemingly equates only to the presence or absence of flood control structures that protect against floods and reduce mandatory flood insurance requirements. There is currently no complete data set to identify what the flood risk is to the nation. The following factors contribute to this lack of understanding.

- Residual flood risk for populations protected by levees, dams, and other structural measures is not generally understood by the public or decision-makers.
- There is no common vocabulary among Federal, State, and local agencies when dealing with the public on flood risk issues.
- The interdependency of federally and locally-constructed flood risk management 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, definitions, 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 (OMB) risk analysis principles (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 manage the risks as a coordinated intergovernmental effort.

1.4.2 Aging Infrastructure

USACE has in its various programs over 14,000 miles of levees in the country along with numerous other flood management facilities. Over 90% of the flood risk management structures in the Corps' programs were built between 1936 and 1986, with more than 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: No baseline national inventory and assessment of the nation's flood risk management 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 risk management 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 USACE has developed a National Levee Database standard and the population has begun to collect information to populate the database. The inspection program has been revised and integrated into a coordinated national program that includes periodic inspections and a web-based Levee Screening Tool. The program is transitioning from primarily a levee inspection program to a risk-informed portfolio management process that identifies potential levee system performance concerns; assists in the development of interim risk reduction measures; and guides setting priorities for national levee safety activities. FEMA is compiling a database of levees as they complete their MapMod program. This database can interface with the National Levee Database and includes information on non-federal levees. 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.

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.

Challenge 4: Many existing levee systems that are shown to be accredited 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 that provides sponsors a two year period of time to assemble and provide the levee certification documentation, many of these PAL agreement time periods have expired and the rest will expire in the next two years..

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 management programs lack a 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 1% annual chance exceedance standard in the NFIP may provide a disincentive to local acceptance of Corps flood risk management projects above the 1% annual chance exceedance level despite economic justification or the consequence associated with residual risk.

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

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.

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. Led by 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 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 National Association of Flood and Stormwater Management Agencies (NAFSMA) and Association of State Flood Plain Managers (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

USACE has established a "matrix organization" framework within 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 enables effective coordination and implementation of the NFRMP initiatives and integrates and coordinates flood risk management functions, programs and policies within 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. Program Proponent – Director of Contingency Operations and Homeland Security. The Program Proponent is responsible for integration and synchronization of flood risk management activities between USACE, FEMA, other federal agencies, state, regional and local agencies, and is responsible for chairing the SES Oversight Committee.

b. 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 comprise the SES Oversight Group, which is responsible for overseeing and directing support to the USACE strategic plan.

c. Program Director – Deputy for Homeland Security (HS) serves as the Program Director for the National Flood Risk Management Program. The Program Director serves as the liaison between the Deputy Program Director, who oversees the day-to-day management of the NFRMP, and the Program Proponent and SES Oversight Committee, who provide top-level leadership oversight and direction to the Program. In this capacity, the Program Director ensures that the Program Proponent and the SES Advisory group are informed of program activities, are aware of coordination challenges or opportunities requiring leadership input, and provide input on future Program direction.

d. Flood Risk Management Coordination Group. This group is convened on an ad hoc basis as needed to address specific coordination concerns, meeting annually at a minimum. It is composed of senior staff representing USACE programs and Communities of Practice involving flood risk management-related activities. The coordination group provides support to both the SES Oversight Committee and the NFRMP Program Director in identifying and resolving policy or implementation issues requiring improved coordination. The NFRMP Director serves as chair and facilitator of the Flood Risk Management Coordination group.

e. Flood Risk Management Program Deputy Director. Program Deputy Director and supporting staff work for the Institute for Water Resources (IWR). 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 Deputy Chief, Office of Homeland Security (Program Director).

f. Silver Jackets Program Manager. Program Manager in IWR is responsible for national level management of the program and overseeing establishment / implementation of MSC and District Silver Jackets Programs.

g. Flood Risk Management Program Business Line Manager. During FY 2010, Flood Risk Management (FRM) Business Line Manager responsibilities at Headquarters transitioned from Planning & Policy Community of Practice to the Director of the Flood Risk Management Program. In FY2011, the Director of the Flood Risk Management Program assumed the responsibilities as the FRM Business Line Manager.

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), the National Association of Storm and Floodwater Management Agencies (NAFSMA) and the Association of State Dam Safety Officers (ASDSO) 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 USACE benefits from participation with our international partners in various activities related to flood risk management. International partnership activities include working with United Nations Educational, Scientific and Cultural Organization's (UNESCO) 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 USACE continued international collaboration in FY2011 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, hosted early in FY2011, brought 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. 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 USACE 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:

a. Continue interagency coordination at the national level with other federal agencies to address implementation of Executive Order 11988 and development of 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 the Federal Interagency Floodplain Management Task Force (FIFM-TF) and co-lead with FEMA the Task Force's activities.

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 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 Area of Responsibility (AOR).
- h. Coordinate system wide improvement requests, vegetation management roundtable collaborative, and establishment of a Regional Flood Risk Management teams in accordance with Engineering Regulation 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 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 Executive Order 11988.

2.2 Objectives and Actions

2.2.1 Fully establish the Flood Risk Management within the USACE.

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.

Actions:

Completed:

- Developed guidance that establishes the NFRMP within HQ, MSCs, and districts.
- Conducting biannual workshop for the NFRMP with target audience of the districts, MSCs, HQ, federal and nonfederal program partners to opportunities to share information and training.
- Assumed the FRM Business Line Management responsibilities.

Ongoing:

- Conducting studies that will lead to improved policies for managing flood risk.
- Incorporation of matrix leadership at the HQ by holding quarterly/semi-annual meetings.
- Holding CoP meetings annually to address and discuss issues and changes to the Flood Risk Management Program as it evolves.
- Develop a plan of action to address Coastal FRM objectives.
- Continue to develop the FRM and EM Business Line and Budget Development processes to promote risk-informed investment across programs, projects, and MSCs.
- Under the “Strategic Initiative”, plan for and support the full development of the FRM Toolbox, SimSuite, and C-WIDT, modeling tools for emergency and risk management.
- Support updating FRM/EM R&D Strategy and action plans. Continue to support implementing a Research Area Review Group (RARG) that integrates FRM/EM/CIPR/Asset Management.
- Review and update the FRM Program Management Plan and Strategic Communications/Outreach Strategy annually. Coordinate FRM programs internally with other CoPs on an on-going basis.
- Revise the NFRMP and Silver Jackets websites to better communicate with stakeholders and partners based on input received by partners and stakeholders.

2.2.2 Develop federal Intergovernmental partnerships to coordinate and collaborate on flood risk management challenges.

The overriding strategy of the NFRMP is collaboration and partnership. Successful collaboration and partnership will optimize use of available resources, prevent duplication of effort and result in clear, unified communication by multiple agencies. Collaboration and partnership with FEMA, NOAA, USGS, and other Federal agencies, Tribal, state and local governments, and non-governmental associations including the National Association of Flood and Storm Water Management Agencies (NAFSMA), the Association of State Floodplain Managers (ASFPM), and the Association of State Dam Safety Officials (ASDSO) is critical to the development of a sound national flood risk management strategy. In full collaboration with

FEMA, the objective for federal collaboration at the national level includes continuation of the Federal Interagency Floodplain Management Task Force (FIFM-TF).

Actions:

Completed:

- Conducted quarterly IFRMC meeting. Expanded committee membership to include Association of State Dam Safety Officials (ASDSO).
- Re-established the FIFM-TF in Sept 2009.
 - Developed a draft 5 year work plan that will focus on a wide range of initiatives, programs, and needs involved with promoting appropriate development and sustainment of the Nation’s floodplains and contributing watersheds. On April 2010, conducted initial public listening session to gather input to the work plan development, including revising/updating Executive Order 11988 and updating the Unified National Program for Floodplain Management, and developing an outreach program.
 - Additional public outreach actions being conducted.
 - Developed a joint Federal definition of unwise use of floodplains.
- Established a membership position on the FEMA Community Rating System Task Force.

Ongoing:

- With FEMA, lead the Federal Interagency Floodplain Management Task Force (FIFM-TF) and provide recommendations to the Task Force on federal program alignment and next steps for a Unified National Floodplain Management Program.
- Continuing membership on the FEMA Community Rating System Task Force.

2.2.3 Expand the highly successful intergovernmental “Silver Jackets” program and continue implementation of regional and watershed system risk management partnerships and strategies.

Currently there is a strong reliance on Federal response and an expectation of increased Federal funding, but Federal resources are strained. Intergovernmental Flood Risk Management and Silver Jackets reduces the reliance on traditional Federal resources by a) optimizing the multi-agency use of Federal, state and local resources, to include funding, talent and data/information and b) facilitating interim risk reduction.

Actions:

Completed:

- Expanded and managed the implementation of state level intergovernmental partnerships (Silver Jackets Teams) with 20 team goal in FY2010.
- Established the Midwest Regional Flood Risk Management Team (RFRMT) after the completion of the work of the Interagency Levee Task Force (ILTF) in September 2009. The RFRMT is a 5 state collaborative partnership, lead by the USACE, and focused at addressing regional flood risk issues. The Team will integrate pre-flood mitigation with a long-term strategy to plan and implement pre-and post-flood emergency and mitigation actions in the Midwest region of the Mississippi. The RFRMT was formed under a signed charter with the states of MO, IL, IA, IN, MN and multiple regional federal

agencies.

- Established the California (CA) Levee Round Table – The CA levee roundtable is a collaborative partnership of federal, state and local agencies that has developed a framework for the improvement of the levee systems in the Sacramento central valley. The framework identifies planned system improvements, establishes milestones and tracks progress. This collaborative partnership includes regional federal representatives from NOAA, FWS, USACE, FEMA and State and local water resource agencies.
- Established the Seattle levee partnership, a multiagency collaborative bringing together regional federal, state and local agencies and stakeholders to develop a regional plan that will address issues relating to flood risk management, responsibilities for levee management and maintenance, and compliance with the Endangered Species Act.
- Established the Devils Lake Intergovernmental Team, a multi-agency multi-governmental and international team to address the flood risk (economic, social, and environmental) issues of Devils Lake as the reservoir continues to rise and eventually spill over an unprotected low point of the reservoir perimeter.
- Established and utilized the Interagency Recovery Task Force in the Lower Mississippi basin to bring together Federal, state, and local agencies to develop a holistic plan for recovery of the basin from the Spring 2011 flood event.
- Established and utilized the Missouri River Flood Task Force to ensure improved coordination and collaboration between Federal, state, local, and tribal agencies in the aftermath of the 2011 flood event and to address concerns identified by that event.

Ongoing:

- Establish and broadly communicate a collection of Silver Jackets team best practices; examples of how the Federal investment in Silver Jackets (1) optimizes the use of Federal resources and/or leverages additional state/local investment, (2) prevents duplication among federal agencies, and/or (3) results in finished products that save lives and/or reduce future damages, including non structural projects and interim risk management measures such as risk communication.
- As funding and interest permits, develop a Silver Jackets team in each state to provide and unified, interagency focus on state priorities.
- Continue to operationalize Flood Risk Management through the Silver Jackets (SJ) program. Share the results of Pilot projects and “real world” operations nationwide. Define overall objectives/initiatives with Planning CoP and E&C CoP. Reflect specific plans/strategies for FPMS, PAS, and Dam/Levee Safety in the FY 14 Budget.

2.2.4 Continued development of risk informed inspection and assessment processes and tools to inventory and assess aging infrastructure.

This initiative is developing a national database and inventory of existing levee systems and developing and implementing risk assessment techniques to understand the current conditions of these systems in relation to potential risks to public safety. The establishment of a USACE Levee Safety Program is moving the USACE program from 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 to the public behind the levees of the conditions and risks presented by these systems and improve the management of these systems risks.

Actions:

Completed:

- Continued establishment of the USACE Levee Safety Program.
 - Continued development of National Levee Data Base (NLD) to complete inventory of USACE program levees in 2011 and roll out of the NLD to State and non-government entities beginning Sept 2010.
 - Continued development of Levee Safety Program regulation and policy document and technical guidance for levee certifications and periodic inspections and assessments.
 - Conducting periodic inspections of Federal levee systems using ARRA funding.
- Collaborated with Resource Agencies on key issues concerning levee vegetation standards, R&D on the effects of woody vegetation on levees, and coordination of ESA compliance.

Ongoing:

- Leveraging recommendations, where appropriate, from the National Committee on Levee Safety report in order to improve levee safety program implementation, flood risk communications, and public participation in risk management.
- Continue development of the levee safety risk analysis ranking for levee systems and develop communications tools to communicate rankings and options to local officials, media and communities.
- Continue coordination efforts with Asset Management to ensure that appropriate data collected is included in the operational condition assessment tools and ultimately in processes to prioritize projects for limited funding.
- Implement our interagency and intergovernmental FRM -Levee Compliance Strategy. Publish the final System-Wide Improvement Framework policy, publish the revised PGL for public review, and conduct a research and development workshop.

2.2.5 Improve management and effectiveness of existing programs (FPMS, PAS) to better address pre- and post-flood priorities that can enable risk-reducing mitigation actions.

The intent of this focus area is to coordinate and manage pre- and post-flood planning and technical services activities provided through the Flood Plain Management Services (FPMS) and Planning Assistance to States (PAS) programs so they better support USACE priorities. These programs provide important services throughout the flood risk management life-cycle. By better managing and coordinating these program activities and services to support collaborative priorities, we will optimize our activities under these programs to more effectively assist in managing flood risk.

Actions:

- In partnership, Flood Risk Management and Planning senior leadership will identify subject matter expert(s) for the FPMS program to develop an overarching strategy that best utilizes the resources of this program to support the Corps Campaign Plan goals and

Civil Works Strategic Objectives. In partnership, Flood Risk Management and Planning senior leadership will assign subject matter expert(s) to oversee the review and allocation of the funds.

- An overarching strategy for the execution of the FPMS program shall address the issues of vision, focus, and values of the program through program execution and program funding priorities. Shared responsibility for flood risk is part of that vision. Funding priorities shall account for the benefits a FPMS project provides as part of a community's or a state's overall flood risk management plan to reduce flood risks. State Silver Jackets teams are a resource available in many states to inform this prioritization and execution of projects; in states without an active Silver Jackets team, an alternate intergovernmental partnership may be available. The strategy should include a process for intergovernmental partnerships to provide information regarding a project's importance in a community's or state's overall flood risk management plan.
 - One of the potential uses of the FPMS program is to help states in the development and implementation of state hazard mitigation plans and also for watershed planning.
 - The FPMS program must serve the needs of the taxpayers. The program shall continue to be a means for states and communities to access the range of services USACE can provide under this authority. Funding priorities shall not be limited to services provided by any one Community of Practice within USACE.
- In partnership, Planning and Flood Risk Management senior leadership will identify subject matter expert(s) for the PAS program to develop an overarching strategy that best utilizes the resources of this program to support the corps Campaign Plan goals and the Civil Works Strategic Objectives.
 - An overarching strategy for the execution of the PAS program shall address program priorities. The PAS program is broader than just Flood Risk Management, in that it can be a variety of projects that include water quality, water supply, water demand, environmental conservation/restoration studies, wetlands evaluations, dam safety/failure, and coastal zone management/protections studies. The overarching authority allows the USACE to cooperate with any State in the preparation of comprehensive plans for the development, utilization, and conservation of the water and related resources of drainage basins, watersheds, or ecosystems located within the boundaries of such State. To also provide technical assistance to such agency or non-Federal interest in managing water resources. Technical assistance may include provision and integration of hydrologic, economic, and environmental data and analyses.
 - Guidance to implement the changes to the program authorized in WRDA 2007 to include the provision for technical assistance needs to be developed.
 - The PAS program is broader than just Flood Risk Management. The Flood Risk Management Community of Practice will help prioritize the projects that support their mission and will work with the Planning Community of Practice to collaboratively construct an overall prioritization of the program.

2.2.6 Update existing program policies and procedures for flood emergency, flood fighting and rehabilitation to account for the life cycle of flood events.

Roughly a decade has passed since the last major update of Engineering Regulation 500-1-1 series of regulation. Lessons learned from Hurricanes Katrina and Rita initiated changes in the USACE focus that resulted in development of the levee safety and flood risk management programs. These programs have increased the need for joint mitigation efforts among federal, state and local agencies and changes in our emergency management policies that will allow for: improved inspection and rehabilitation processes; reducing the time to achieve repairs to damaged flood risk management projects; clarification of policy on removal of temporary structures constructed under flood fight conditions; clarification of policies for use of expedient flood fight products and removal of emergency work; updated policies on post flood reporting and flood data collection; modification of policy for implementation of NSAP to allow pre-event planning & coordination for post event application of NSAP projects; and policy and procedures for implementation of state intergovernmental flood mitigation teams and mitigation technical assistance activities to support state mitigation planning.

Actions:

Ongoing:

- Publish a revised ER/EP 500-1-1. Include lessons from CY 11 flood events/AARs. Publish an accompanying White Paper describing policy changes. Conduct Nationwide Webinars and update training programs/courses.

2.2.7 Develop improved policy and procedures to assure all hazards protection and resilience of the Nation's critical water resources infrastructure.

Protection of the nation's critical infrastructure is becoming increasingly important and requires effective coordination between public and private agencies at all levels. It is necessary to integrate our efforts to identify, analyze, assess and enhance regional preparedness and disaster resilience with our multi-jurisdictional public and private stakeholders. A flood risk management life cycle strategy will address the USACE role in assuring all hazard protection and resilience of the nation's critical infrastructure.

Actions:

Ongoing:

- Actively engaging with the Department of Homeland Security to plan for and conduct Dam Safety Exercise Series (DSES) joint exercises to assist regions and states in assessing their critical infrastructures vulnerabilities to natural disasters and other threats. Conducting a DSES-10 exercise on the Green River Basin.
- Continuing to implement and assess security requirements on USACE facilities.
- Actively engaged in the Government Coordinating Council of the Critical Infrastructure Partnership Advisory Council.
- Update the overall USACE/FEMA Action Plan for FRM Lifecycle activities and initiatives. Conduct monthly IPRs. Effectively use the CERAP program (RAP Workshop/SLS) to develop/address interagency program improvements.

2.2.8 Develop plan to collaborate flood risk management activities and information sharing with international partners. Develop international flood risk management partnerships.

Actions:

Completed:

- Hosted an international flood risk management workshop in Washington DC in November 2010 with foreign government agencies.

Ongoing:

- Developing and maintaining relationships with governments and other organizations internationally to facilitate and encourage flood risk management information exchange that can improve our approaches and techniques to achieve improved flood risk management.
- Participating with France in assessment of the flood risk management policies in Loire River Valley.
- Conducting technical exchange with the UK, Japan and Spain on tolerable risk guidelines.
- Collaborating with Japan and other countries on development of Flood Risk Management best practices.
- Complete follow-up information regarding the 4-Lateral Best Practices Guide, an updated concept paper for a “Foresight” type initiative in coordination with the EU, and a collaborative partnership for further development and use of the SimSuite and other FRM Technologies/Tools by. Consider developing a “second” US hosted FRM Conference to further mature these partnerships and products after evaluation of budget and policy constraints.

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 current year 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 program’s 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 past years is shown at appendix F.

3.2 Program Development Milestones.

Current year program development milestones are shown in appendix G. This milestone will be used for the establishment of program management responsibilities at the MSCs and District. 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 collaborate 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 USACE 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 USACE 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 developed 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 related 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 risk management 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 priority is to promote an understanding within the USACE 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 USACE's 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.

Appendix A - Flood Risk Management Cycle

Life-Cycle Risk Management



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.

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)

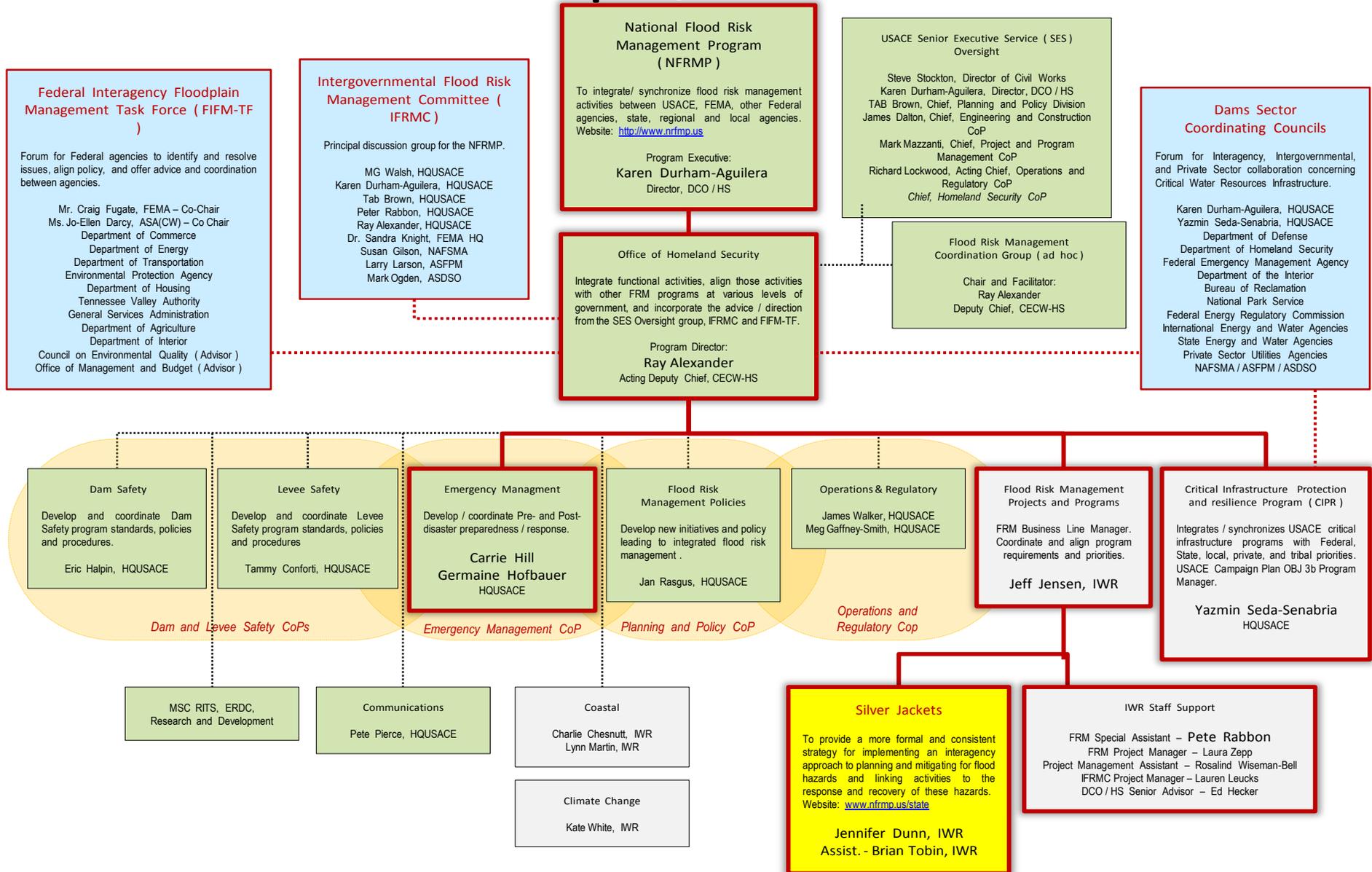
Natural Resources Conservation Service (NRCS):

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

Relationships / Coordination



Appendix D - Silver Jackets Program Coordination Requirements

1. On a quarterly basis, 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 FY2012 Justification Sheet

1. Surveys

c. Special Studies

Study	Total Estimated Federal Cost	Allocation Prior to FY 2012	President's Budget Request for FY 2012	Tentative Allocation FY 2013	Additional to Complete After FY 2013
National Flood Risk Management Annual Program		10,972,000	3,000,000	2,850,000	5,000,000 Annual Program

Scope

The Nation faces a growing flood risk crisis with extensive existing development and new development locating in flood prone areas, often behind aging levee systems not intended to protect large populations. Furthermore, through ongoing updates to Federal flood insurance rate maps and the development of the National Levee Database, many communities are learning that they are situated behind inadequately maintained levees no longer providing the levels of flood risk reduction for which they were designed. Confronted with both immediate and future risks to human safety, public infrastructure and private investments, states and communities are seeking and expecting Federal assistance to manage their flood risks.

The National Flood Risk Management Program (NFRMP), supported by this line item, makes the most of existing Federal agency programs and funding to assist states and communities in identifying and addressing flood risks by leveraging agency resources, identifying opportunities to jointly implement complementary programs, sharing data and knowledge, and eliminating duplicative or conflicting activities or policies. The NFRMP also supports these same types of coordination activities between Federal agencies and non-Federal flood risk management agencies in order to ensure that federally funded mitigation activities are coordinated with and complement State and local programs and policies that affect flood risks through their influence on land use choices and adoption of flood risk mitigation measures.

The NFRMP establishes partnerships at the Federal, regional, and state levels through which regular and sustained coordination occur. Fiscal Year 2013 funding and beyond will build on these successful collaborative partnership efforts to reach communities nationwide. Specifically, the range of continuing activities involved in this effort includes

- At the national level, sustaining the work of the Intergovernmental Flood Risk Management Committee (IFRMC) and supporting the activities of the newly reconvened Federal Interagency Floodplain Management Task Force (FIFM-TF). Quarterly meetings of the IFRMC provide an opportunity for FEMA and USACE leadership to coordinate programs and policies, and thus improve program implementation for the flood risk management community. Additionally, the IFRMC provides an opportunity for key stakeholder groups representing the non Federal perspective, including the Association of State Floodplain Managers (ASFPM) and the National Association of Storm and Floodwater Management Agencies (NAFSMA), and the Association of State Dam Safety Officials (ASDSO) to provide both agencies direct feedback on specific policy and implementation issues faced at the state and local level. The FIFM-TF, co-chaired by USACE and FEMA, is a national level task force of agency representatives from Federal agencies with major water resource programs. The task force 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 actions and policies by the Federal government necessary to reduce losses due to flooding and protect the safety of flood plain residents.
- At the regional level, sustaining the activities of the existing Upper Mississippi Regional Flood Risk Management Team and establishing additional new teams covering the Northwest, Mid Atlantic and Southeast regions of the nation. USACE-led Regional Flood Risk Management teams provide a venue for interagency and intergovernmental coordination at the regional level to manage flood risks by integrating pre-flood mitigation with a long-term strategy to plan and implement pre- and post-flood emergency actions, while developing promising nonstructural alternatives and other flood risk mitigation actions.
- At the state level, providing direction and oversight to the Silver Jackets program as it transitions from a pilot effort under the NFRMP to a permanent and

expanding program leveraging multiple funding sources to offer a team in each State. Silver Jackets teams bring together Federal agency representatives at the state level to develop and implement solutions to state flood risk management priorities by assisting state agencies and local communities in leveraging information and resources, improving public risk communication, and creating a mechanism to collaboratively solve flood risk management issues and implement initiatives at the State and local levels.

- 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 tools 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. Input from key stakeholder groups, such as the Association of State Floodplain Managers (ASFPM), the National Association of Flood and Stormwater Management Agencies (NAFSMA), and the Association of State Dam Safety Officials (ASDSO) will be taken into consideration when setting these priorities.

JUSTIFICATION:

Nationwide, States and communities urgently seek Federal assistance in addressing a growing flood risk crisis. Extensive existing development and newly developing areas are located in flood prone areas, many behind aging levee systems not intended to protect large populations. Furthermore, through ongoing updates to Federal flood insurance rate maps and the development of the National Levee Database, many communities are learning that they are situated behind inadequately maintained levees no longer providing the levels of flood risk reduction for which they were designed.

At a time of historic demands on Federal resources, USACE, FEMA and other Federal agencies with a role in managing flood risks, recognize the need to pool their expertise and leverage their resources to more cost-effectively assist states and communities in developing near-term interim risk reduction measures. Such efforts are also yielding long term Federal cost savings as Federal and non-Federal agencies coordinate programs to establish a foundation for future state and local capability to implement long term flood risk management strategies that will ultimately reduce reliance on Federally funded disaster assistance and investments in new, large scale flood control works.

Through the National Flood Risk Management Program (NFRMP), Federal and non-Federal partners have already experienced several successes cooperatively developing flood risk mitigation solutions by leveraging agency resources, identifying opportunities to jointly implement complementary programs, sharing data and knowledge, and eliminating duplicative or conflicting activities or policies. These accomplishments are described below.

FY 2006 thru 2012 Accomplishments:

Throughout Fiscal Years 2006-2012, accomplishments in directing the National Flood Risk Management Program include:

- Cooperating with FEMA, other Federal agencies, and states to start up a Silver Jackets program, with intergovernmental teams initiated in 27 states and ongoing development of an additional 23 teams. By establishing state level teams including representatives of multiple Federal and State agencies, the Silver Jackets program has created the opportunity for optimized delivery of Federal services as well as significant costs savings through leveraging information and resources, increased and improved public risk communication, and combined efforts to address flood risk management challenges. Specific interagency examples include data sharing across agencies to support mapping studies, combined and coordinated use of models, gage data and databases housed in different agencies to create a flood inundation model allowing for more effective flood response and mitigation, synthesis of existing studies and knowledge from different agencies to develop a comprehensive flood risk mitigation plan for a community without requiring any new study effort, and community recovery through short and long term mitigation strategies focused on nonstructural approaches and planning assistance.
- Establishing a permanent, standing Upper Mississippi Regional Flood Risk Management Team (RFRMT) to facilitate interagency coordination at the regional level to integrate long-term flood risk mitigation planning with pre- and post-flood emergency actions. The team has focused, in particular, on identifying

nonstructural alternatives to reduce flood risk with the region. Examples of team successes include the elevating or removal of USACE lease cabins incurring repetitive losses and claims on the National Flood Insurance Program and the development of a non-structural alternative to a proposed structural repair by combining the use of different agency programs.

- Established the Mississippi River and Missouri River Interagency Flood Recovery Task Forces to facilitate interagency coordination at the watershed levels on the Mississippi and Missouri Rivers during the recovery and repair of flood damage reduction systems resulting from the FY2011 historic flooding in these watersheds.
- Co-leading the Federal Interagency Floodplain Management Task Force (FIFM-TF) to provide a forum for Federal coordination of agency programs and policies for flood risk management and develop a common approach among Federal agencies when implementing water resource authorities and programs, and to harmonize communication messages and strategies.
- Conducted Intergovernmental Flood Risk Management Committee regular, quarterly meetings with national non-government organizations 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 to provide both agencies direct feedback on specific policy and implementation issues faced at the state and local level. As one example of the benefits of this national level agency coordination, the IFRMC provided a critically needed forum for agency leadership to fully coordinate 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 RiskMAP program implementation.
- Convened 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.
- Initiating 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.
- Developed a levee risk screening methodology and tool to conduct risk screenings on levees in the Corps levee safety program. Additionally, developed a Life Safety Hazard Index screen tool to assist in identifying and prioritizing planning studies that provide risk reduction to areas with high life loss flood risks.
- As requested by the Administration, acted as lead federal agency in developing a report to present the results of an intensive Federal interagency effort initiated to assess the status of the efforts of each major Federal agency actively addressing the flooding in the area of Devils Lake, North Dakota and options for additional near-term actions within existing authorities.

FY 2013 Activities:

- At the regional level, sustaining the activities of the existing Upper Mississippi Regional Flood Risk Management Team and the Lower Mississippi River and Missouri River Interagency Flood Recovery Task Forces. Establishing additional teams covering the Northwest, Mid Atlantic and Southeast regions of the nation. USACE-led Regional Flood Risk Management teams provide a venue for interagency and intergovernmental coordination at the regional level to manage flood risks by integrating pre-flood mitigation with a long-term strategy to plan and implement pre- and post-flood emergency actions, while developing promising nonstructural alternatives and other flood risk mitigation actions.
- At the national level, sustaining the work of the Intergovernmental Flood Risk Management Committee (IFRMC) and supporting the activities of the newly reconvened Federal Interagency Floodplain Management Task Force (FIFM-TF). Quarterly meetings of the IFRMC provide a venue for FEMA and USACE leadership to coordinate programs and policies, and thus improve program implementation for the flood risk management community. Additionally, the IFRMC provides an opportunity for key stakeholder groups representing the non Federal perspective, including the Association of State Floodplain Managers (ASFPM) and the National Association of Storm and Floodwater Management Agencies (NAFSMA), and the Association of State Dam Safety Officials (ASDSO) to provide both agencies direct feedback on specific policy and implementation issues faced at the state and local level. The FIFM-TF, co-chaired by USACE and FEMA, is a national level task force of agency representatives from Federal agencies with major water resource programs. The task force 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 actions and policies by the Federal government necessary to reduce losses due to flooding and protect the

safety of flood plain residents.

- At the state level, directing and overseeing the 27 existing Silver Jackets state intergovernmental teams and expand to additional states. Silver Jackets teams bring together representatives of Federal agencies at the state level to develop and implement solutions to state flood risk management priorities by assisting state agencies and local communities through leveraging information and resources, improving public risk communication, and creating a mechanism to collaboratively solve flood risk management issues and implement initiatives at the State and local levels.
- Continue implementation of 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 tools and methods for communicating flood risk and encouraging public involvement in flood risk management planning.

Appendix F - NFRMP Fiscal Year Resource Allocation

Program Activity	Allocation FY2010	Allocation FY2011	Allocation FY2012	Allocation FY2013
NFRMP Management	\$ 814,570	\$1,028,648	\$1,493,845	\$1,606,790
National Intergovernmental Coordination	\$ 478,505	\$191,631	\$350,203	\$438,203
Flood Risk Communication Strategies	\$ 220,000	\$235,038	\$110,000	\$100,000
International Collaboration	\$ 293,000	\$87,130	\$148,920	\$150,000
Policy Studies	\$ 70,000	\$69,105	\$100,348	\$100,000
Regional / Watershed Intergovernmental Partnerships	\$ 350,000	\$119,000	\$300,000	\$300,000
Silver Jackets State Intergovernmental Partnerships	\$ 855,000	\$1,915,510	\$1,986,907	\$1,840,660
Program Management MSC & Districts	\$ 420,000	\$400,000	\$800,000	\$455,007
Total	\$ 3,501,075	\$4,046,062	\$5,290,223	\$4,990,066

Appendix G - Program Development Milestones and Current Year Objectives

Activity	Date
Initial draft guidance provided to MSC for review & input	7 Apr 09
Overview FRMP Framework during VTC	16 Apr 09
MSC Identify POC for Coordination of guidance	24 Apr 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
Planners Community of Practice conference	Jun 10
NFRMP/SJ National Workshops	22 Jun 10
ASFPM National Conference	16-21 May 10

International Conference	31 Oct -1 Nov 10
PM Community of Practice Conference	17-19 May 11
ASPFM National Conference	15-20 May 11
Natural Hazards Conference	9-12 Jul 11
Coastal Zone 2011	17-21 Jul 11
FRM/SJ Workshop	15-19 Aug 11
ASDSO Dam Safety Conference	25-29 Sep 11
NAFSMA	31 Oct-4 Nov 11
ASFPM National Flood Proofing Conference	28 Nov–1 Dec 11
ASFPM	20-25 May 12
Planning Community of Practice	May/Jun 12
Natural Hazards Workshop	Jul 12
FRM/SJ Workshop	Aug 12
NAFSMA	Aug 12
ASDSO Dam Safety Conference	16-20 Sep 12 25-29 Sep 13 20-25 Sep 14

Current Year Objectives:
Office of Homeland Security FY13 Objectives

National Policy

- Publish final ER/EP 500-1-1 by 30 Sept 2013 (Jensen) (SitRep Category 2b)
 - Publish draft revision to CFR 203.41 in Federal Register by end of 2nd Quarter FY13 for 60-day public comment period
 - Develop PGL(s) for Ms. Durham-Aguilera's signature for advance implementation
- Continue to support PPD #8 initiative (Alexander/Rabbon) (pending further direction from Executive Office) (Sitrep Category 2b)
 - Continue to coordinate participation in ESFLG in conjunction with the DCO G-3
 - Participate in shaping evolution of RSFLG and MitFLG
 - Develop IS RSF playbook under NDRF – by 30 Sept 13 (Shawn Komlos)
- FIFM-TF (Rabbon/Bray) (Sitrep Category 1)
 - Support development and implementation of recommendations and FIFM-TF Work Plan as approved by TF in FY12
 - Coordinate with MitFLG, ESFLG, and RSFLG
- Align CIPR and FRM activities/initiatives in support of CW Transformation through synchronization with the USACE Infrastructure Strategy Initiative, Planning modernization, Watershed Budget development, Asset Management, and Dam Safety Program Efforts. In coordination with E&C and Operations CoPs, include CIPR in all national policy initiatives. (Seda-Sanabria/Rabbon/ Jensen) (Sitrep Category 2b)
- Support implementation of CIPR Program policy strategy in ER 1110-2-1156. (Seda-Sanabria) (Sitrep Categories 2a and 2b)
- Collaborate with Hydropower Program in the implementation of ER 1130-2-551 and EP 1130-2-551 (ACE-CME Program). (Seda-Sanabria) (Sitrep Category 2b)
- Support development of Federal guidelines for Dam Safety & Dam Security Information Sharing to align with USACE policy development. (Seda-Sanabria) (Sitrep Categories 2b and 2c)
- Review ER 11-1-320 (USACE Emergency Management Financial Administration Policy) and develop a recommendation for revisions. (Hill) (Sitrep Categories 2b and 2c)

Policy Initiative

- National Flood Risk Characterization Tool (Jensen) (Sitrep Categories 2b and 2c)
 - Have beta version of tool NLT 30 Jun 13 to be used in FY15 budget process
- Build on the NFRCT so that flood damage data from other agencies can be incorporated (Jensen) (Sitrep Categories 1, 2b, and 2c)
- Support development of an international standard of measurement for flood risk, including creating a work plan and (Rabbon) (Sitrep Categories 1 and 2c)

- Evaluate development of future flood risk tool tool to support long-term policy development in coordination with FIFM-TF (Bourget/Rabbon) (Sitrep Categories 2b and 2c)
- Improving the Corps of Engineers' Contribution to Flood Risk Management (formerly "Wise Use" study) (Rabbon/Jensen) (Sitrep Categories 2b and 2c)
- EM CoP Strategic Initiative (Hecker) (TEAMS acronym focus = Training, Exercise, Accreditation, Modeling and Simulation) (Sitrep Categories 2b and 2c)
 - EMAP
 - Complete training for volunteers by 31 Dec 2012 Complete initial self-assessments by Dec 2013
 - Complete baseline assessment process
 - Initiate solicitation of 2013 Volunteers (Mar 2013)
 - Accreditation and Assessor Training of New Volunteers (June 2013)
 - SimSuite
 - Complete PMP by 30 Nov 2012
 - Develop and deploy expanded two functions of SimSuite to support the Readiness and FRM Cops by 1 Feb 2013
 - Standardize, deploy, and resource the external support for SJ, states, and Federal partners within the external SimSuite platform by 31 Mar 2013
 - EM for Execs
 - Approval for EM Execs Concept proposal 31 Dec 2012. Develop and implement course series delivery and pilot 2 courses by 30 September 2013
 - Support and guide the professional development of the EM CoP. Complete EM Professional Development EP by 30 Jun 2013. Continue development and execution of the GWU initiative
- Complete the development of the International Levee Handbook, Chapter 6 (Emergency Management & Preparedness) in 3rd quarter FY13. (Seda-Sanabria) (Sitrep Categories 1, 2b, and 2c)
- Continue to build and sustain effective security partnerships with other Federal, State, private, and NGO partners on critical infrastructure initiatives through the Dams and Levee GCC and SCC and supporting Joint Workgroups. (Seda-Sanabria) (Sitrep categories 1, 2a, 2b, and 2c)

Policy Compliance

- Levee Compliance (Alexander/Rabbon/Grubbs/Fink) (Sitrep Category 2b)
 - Support litigation activities
 - Process and reply to SWIF letters of intent NLT 30 days from date of receipt
 - Process and reply to SWIF plans NLT 90 days from date of receipt
 - Develop final templates for processing SWIFs by Jan 2013
 - Develop and hold training courses using those templates by Feb 2013

- Continue to implement a portfolio-wide risk assessment framework through CIPR program initiatives to enhance the protection and resilience of critical infrastructure, promoting USACE Campaign Goal #2d (*Provide reliable, resilient, and sustainable infrastructure systems*). (Seda-Sanabria) (Sitrep Category 2b)

Program Management and Execution

- Transform Flood Damage Reduction Performance Database from state-based to project/watershed-based output (Jensen) (Sitrep Category 2c)
 - Transform database by 31 October 2012
 - Collect data by project for FY12 between November 2012 and February 2013
 - Hold webinar training sessions on transformed database in January and February 2013
- NFRMP Program Management Plan (Alexander/Jensen) (Sitrep Categories 2b and 2c)
 - Implement approved PgMP
 - Communicate responsibilities to MSC and District FRMs by Jan/Feb 2013
- NFRMP Communications (Leuck/Bourget) (Sitrep Categories 1 and 2c)
 - Implement approved Communications Strategy
 - Finalize joint risk communication messages with FEMA and then work with other agencies to build on finalized joint messages
 - Further develop Risk Communication Training for Flood Risk Managers and hold first training class by 30 Sept 13
 - Support High Water Mark Initiative with FEMA and other agencies by leading the Harrisburg and Sacramento pilots and providing support for other pilots.
 - Redesign the Silver Jackets website
 - Migrate the FRMP website and establish/implement process for maintaining
- Silver Jackets (Dunn) (Sittrep Categories 1, 2b, and 2c)
 - Continue development of Silver Jackets Program
 - Close out FY11 pilot projects by June 2013
 - Monitor progress of FY12 projects through quarterly status updates and semi-annual IPR (Nov 2012 and May 2013)
 - Select FY13 projects in coordination with relevant CoPs
 - Further develop and communicate measures of success
 - Develop and implement interagency SJ strategy with FIFM-TF WG
 - Continue to integrate SJ teams into USACE program execution
 - Engage SJ teams in LSAC implementation process (Dunn)
 - Define overall FRM and SJ program objectives/initiatives with Planning CoP and E&C CoP (Dunn/Jensen)
 - Continue engagement with the 15 developing state teams
- Establish a vertical FRM and SJ team (Rabbon/Bray/Dunn) (Sitrep Category 2c)
 - Hold bi-monthly webinars with all FRM and SJ team members (Bray)
 - Hold USACE team meetings (Rabbon/Bray)

- Increase involvement in determining topics for FRM R&D (Alexander) (Sitrep Categories 2b and 2c)
- FPMS (Jensen/Dunn) (Sitrep Categories 2b and 2c)
 - Implement/Execute approved FPMS guidance in coordination with Planning CoP and Silver Jackets
- Develop process for using some portion of PAS funds in support of FRM objectives in coordination with Planning CoP (Jensen/Dunn) (Sitrep Categories 2b and 2c)
- Coastal (Hecker/Leuck) (Sitrep Categories 1, 2b, and 2c)
 - Develop coastal FRM integration strategy by 31 January 2013
 - Implement coastal FRM strategy
- FCCE/NEPP (Hill/Hofbauer) (Sitrep Categories 2b and 2c)
 - Continue to co-lead/support updating of ER/EP 500-1-1 and associated CFR
 - Develop EM perspective to continue funding eligible RIP repairs in FY 13 under possible potential Steering Committee restrictions (no class iv)
 - Update course materials and conduct FCCE Course
 - Schedule 2 sessions of FCCE Prospect course
 - 2nd quarter to teach new staff (using current ER dated Sep 2001 plus instituted policy changes)
 - Continue implementation of EM performance based budgeting in P2 with Budget PDT (Hill)
 - Collaborate with RCO's to review and realign FTE's to meet current and future mission requirements (Alexander/Hill)
 - Establish schedule to better monitor progress of COOP plan updates by MSCs and Districts – (Hill)
- In direct support of CG #2d key outcomes, complete development of integrated risk assessment framework capabilities through the Dams Sector Analysis Tool (DSAT) by 30 Sept 2013. (Seda-Sanabria) (Sitrep Category 2b)
 - In collaboration with DHS (DSAT co-sponsor), socialize implementation in synch with Dam Safety program, H&H CoP, and State EMs, and other sector partners.
 - Support R&D efforts on blast mitigation and consequence to address DSAT analysis capability gaps.
 - Conduct training and outreach activities through National and international conferences, workshops, meetings, and webinars in 3rd and 4th quarter FY13.
- Complete 2012-13 CTS screenings and prioritization process at 210 projects within USACE's portfolio to identify and prioritize CW critical infrastructure projects by 1st quarter 2014. (Seda-Sanabria) (Sitrep Category 2b)
- Conduct an FRM Summit in conjunction with another HQUSACE event NLT 31 March 13 (Alexander) (Sitrep Category 2c)
- Develop program (schedule, agenda) for joint field meetings between USACE and FEMA (Rabbon/Bray) (Sitrep Category 1, 2b, and 2c)

- International Partnerships (Bourget) (Sitrep Categories 1 and 2c)
 - Highlight Corps involvement in international flood risk management, with emphasis on partnership activities
 - Assess/support/pursue opportunities for policy-oriented international collaboration that advance mutual Corps and international governmental interests

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

Appendix I – Communications Strategy

National Flood Risk Management Program

Communication Plan

2 July 2012



US Army Corps of Engineers
BUILDING STRONG®



Contents

I. Purpose	3
II. USACE Flood Risk Management Program Vision, Mission, Goals, and Objectives:.....	3
a. FRMP Vision	3
b. FRMP Mission:.....	3
c. FRMP Communication Plan Goal	3
d. FRMP Communication Plan Objectives:.....	4
III. Audiences and Spokespeople.....	4
a. Key Audiences and Stakeholders.....	4
b. Spokespeople for the FRMP	7
c. Desired Communication Outcomes	8
IV. Key Messages:	8
VI. Action Plan	10
a. Strategies:	10
b. Communication Products:.....	11
c. Communication Diagrams	12
VII. Evaluation of Success.....	13
Appendix.....	13

COMMUNICATION PLAN: FLOOD RISK MANAGEMENT July 2012

I. Purpose

This Communications Plan outlines the processes, strategies, and key messages that will be used to help guide the communication of the U.S. Army Corps of Engineers (USACE) Flood Risk Management Program (FRMP) at Headquarters, regional Major Subordinate Commands, and District levels. The primary objective of the FRMP is to foster open and collaborative mitigation planning, response, and recovery efforts internally within USACE's programs and externally with our Federal, state, tribal, and local partners.

This plan is to help identify communication strategies and key messages of the FRMP. This Communications Plan is a living document and only looks out 1-2 years in the future as conditions and needs will change over time. It has been coordinated with Federal Emergency Management Agency (FEMA) to ensure that our federal messages do not conflict. This plan promotes continual and consistent messaging as one time communication is not sufficient for sustainable flood risk messaging.

This plan does not include sector specific communications plans. Many programs, such as the Levee Safety Program, are developing or will develop communication strategies for their activities. The key messages of this plan are universal to all programs within USACE that touch flood risk management.

II. USACE Flood Risk Management Program Vision, Mission, Goals, and Objectives:

a. FRMP Vision:

To lead **collaborative, comprehensive and sustainable** national flood risk management to improve public safety and reduce flood damages to our country.

b. FRMP Mission:

To integrate and synchronize the ongoing, diverse flood risk management projects, programs and authorities of the U.S. Army Corps of Engineers with counterpart projects, programs and authorities of FEMA, other Federal agencies, state organizations and regional and local agencies.

c. FRMP Communication Plan Goal:

The goal of this communication plan is to inform and promote a continuing dialogue about flood risk management and the FRMP while respecting the diverse viewpoints of our stakeholders, and to achieve a broad acceptance that sustainable national flood risk management is a shared responsibility to improve public safety and reduce flood impacts.

d. FRMP Communication Plan Objectives:

- Increase dialogue and coordination between USACE communities of practice (CoPs) to improve coordinated implementation and communication of USACE programs contributing to flood risk management;
- Increase the understanding of the flood risk management cycle and programs at USACE and other agencies at the District level and to encourage the incorporation of flood risk management into project work;
- Develop and improve relationships with USACE stakeholders and other Federal, state and local agencies to ensure effective information sharing and a collaborative approach to flood risk management;
- Increase the understanding among USACE stakeholders that effective flood risk management is a shared responsibility that requires a partnership of all stakeholders to reduce and manage flood risks;
- Facilitate coordinated Federal outreach and communication of Federal policy and programs that assist in managing flood risks; and
- Improve the public's awareness and understanding of flood related hazards and risks, particularly of residual risks.

III. Audiences and Spokespeople

a. Key Audiences and Stakeholders

Key audiences and stakeholders are those who can help us promote, influence and take on the actions for the change we are trying to achieve. These groups and individuals are also those we should listen to and seek their advice and input to enable the success of the FRMP.

USACE HQ Stakeholders:

Internal USACE stakeholders are important in the coordination of implementation of policies and the delivery of programs and policies.

- HQ USACE
- Communities of Practice (CoP): The FRMP needs to interact with the various Communities of Practice to ensure consistent guidance and messaging. Listed below is a small, incomplete list of areas for which FRMP should work with various CoPs on coordination, collaboration, communication and cooperation.
 - Planning and Policy – Planning is updating several pieces of guidance that the FRM community needs to aware and provide input as necessary.

- Emergency Management – Response and recovery from flood events should inform flood risk management and implementation guidance.
- Levee Safety – There are many activities that are underway which include risk communication and interaction with partners, there are many changes happening in the program and continued close coordination is necessary to make the programs successful.
- Dam Safety – The explanation of risk and dam safety issues require communication of flood risk to the public and close coordination is necessary.
- Operations and Regulatory – Communications of operational decisions of USACE flood risk reduction projects needs to be within the framework of the FRMP. Regulatory has not been involved much in the flood risk management program but there is the possibility that there will be increased need for close communication and development of program strategies.
- Public Affairs – This office can provide assistance and review of products as well as media training and coordination with external groups. Advanced methods of communication can be supported to provide consistent messaging at the national and local level.
- Project and Program Management – Project managers are the leads on communication of project specifics and flood risk management should be incorporated into the discussions to ensure consistent messaging.
- Asset Management – FRM projects have components that are important to all the USACE Civil Works missions, and therefore, coordination with Asset Management is necessary to provide process alignment and consistent messaging among all the business lines and programs.

Administration stakeholders are very important to the implementation of any national program. They develop national policy and determine who should implement it and how:

- Assistant Secretary of the Army for Civil Works (ASA(CW))
- Council on Environmental Quality (CEQ)
- Office of Management and Budget (OMB)

Congress provides policy, program authorizations and appropriations. Key Members of Congress to communicate with include: Senate and House Leadership, senior Congressional staff, and leadership of significant committees. The committees listed below are the main committees that provide support for USACE programs:

- Authorizations:
 - House Committee on Transportation and Infrastructure
 - Subcommittee on Water Resources and Environment
 - Senate Committee on Environment and Public Works
 - Subcommittee on Transportation, Infrastructure, and Nuclear Safety
- Appropriations:
 - House Committee on Appropriations

- Subcommittee on Energy and Water Development
- Senate Committee on Appropriations
 - Subcommittee on Energy and Water Development

Federal Agency stakeholders are important in coordination of policy implementation at the national level but are important at the regional and local level for on the ground implementation:

- U.S. Department of Homeland Security (DHS)
 - Federal Emergency Management Agency (FEMA)
- National Oceanic and Atmospheric Administration (NOAA)
 - National Weather Service (NOAA/NWS)
 - National Marine Fisheries Service (NMFS)
- U.S. Department of Interior (DOI)
 - U.S. Fish and Wildlife Service (USF&WS)
 - U.S. Geological Survey (USGS)
 - Bureau of Reclamation (BoR)
- U.S. Department of Agriculture (USDA)
 - Natural Resources Conservation Service (NRCS)
- U.S. Environmental Protection Agency (EPA)
- U.S. Department of Housing and Urban Development (HUD)

National stakeholders are organizations that have an impact on the local communities by offering training and resources, influencing policy, and the ability to lobby Congress for changes.

- Association of State Flood Plain Managers (ASFPM)
- National Association of Flood and Storm Water Management Agencies (NAFSMA)
- National Emergency Managers Association (NEMA)
- American Planning Association (APA)
- Association of State Dam Safety Officers (ASDSO)
- Natural Hazards Mitigation Association (NHMA)
- American Shore and Beach Preservation Association (ASBPA)
- Coastal States Organization (CSO)
- National Governors Association
- U.S. Conference of Mayors
- League of Cities
- National Conference of State Legislatures
- National Association of Counties

All Major Subcommands (MSCs) stakeholders as the regional execution arm of USACE.

Pacific Ocean Division
 Northwestern Division
 South Pacific Division
 Southwestern Division

Mississippi River Division
 Great Lakes and Ohio River Division
 South Atlantic Division
 North Atlantic Division

All Districts as they are the executers of the program for the USACE.

Regional/Local stakeholders are important for the day to day communication with the public, the implementation of projects and programs and coordination at the local level:

- State National Flood Insurance Program Managers
- State Dam Safety Officers
- State Levee Safety Officers
- State Hazard Mitigation Officers
- State Emergency Operations Managers
- State Resource Agencies
- Non-federal Partners
- Local Government officials (i.e. floodplain administrators, engineers, etc.)
- Large Basin groups such as the Chesapeake Bay Coalition, California Bay-Delta, and Regional Flood Risk Management Team
- Regional floodplain management associations
- FEMA Regional offices
- Local USF&WS
- Local NMFS
- Local media
- Public

b. Spokespeople for the FRMP

It is necessary to identify the FRMP spokespeople who can best deliver the key messages for the program. The best messengers for a specific situation will depend on the audience and region. This should be kept in mind when identifying who should speak in certain instances.

USACE:

- Assistant Secretary of the Army for Civil Works
- Chief of Engineers
- Deputy Commanding General for Civil and Emergency Operations
- Director of Civil Works
- Members of the Senior Executive Service
- Division and District Commanders
- Project Managers
- Division and District Staff

External Spokespeople:

- Congress
- The Administration
- Federal agency partners
- State leadership and partners

- Silver Jackets team members
- Non-governmental organization leadership
- Local community leadership

c. Desired Communication Outcomes.

Internal to USACE:

- USACE staff understand the importance of flood risk management and are able to communicate this to others.
- Flood Risk Management is a shared responsibility and this is communicated to all our stakeholders.
- USACE does not have to be the leader, but can facilitate the discussion and work collaboratively with others to leverage our programs and provide the best information on flood risk to the communities, such as through Silver Jackets.
- An understanding that flood risk management is not always about structures, but what is best for the community and the nation long term.

External Partners:

- All partners understand and believe that flood risk management is a shared responsibility and take action to assume their responsibilities.
- Collaboration occurs with all agencies and external partners to optimize use of resources by leveraging information, talent and funding.
- Structural measures are not always the best or only solution, restoration of flood plain function is preferred and utilized to reduce flood risks.
- USACE is looked to as a valued technical resource on levee and dam safety and flood risk management solutions for the watershed.

IV. Key Messages:

Public safety is the number one goal of the USACE Flood Risk Management Program.

- The FRMP works with communities to identify and analyze flood hazards and develop options to address flood risks through structural and nonstructural solutions. Assistance is provided to communities in preparation for and mitigating the effects of a disaster and supplying disaster assistance during and after an event.
- USACE built infrastructure can buy critical time for local emergency management officials to safely evacuate residents.

- Structures that are built to reduce flood risks do not eliminate those risks, and communities can still be impacted by floods.
- USACE provides technical services and planning guidance to states and locals needed to support effective floodplain management

Flood risk management and communicating risk is a shared responsibility among federal, state, local and private partners, and crucial so that individuals can make well informed decisions about their safety.

- Flood risk changes over time due to changes in climate, population, development in and around your community, and other factors. Communication of this information is crucial to decision making.
- The responsibilities of local agencies are broad and have a significant impact on flood risks. Local officials are responsible for determining how land is used in floodplains and enforcing requirements that reduce flood risk.
- Individuals should know their risk, know their role and take action to reduce their risk by steps such as flood proofing, having an evacuation plan; paying attention to local public safety and emergency management officials.

The USACE Flood Risk Management Program advocates a collaborative approach to the challenges of solving floodplain issues.

- Flood risk management is comprehensive and comprises numerous structural and nonstructural alternatives and approaches. Many agencies, federal, state, and local have responsibility for different pieces of the puzzle and to develop a comprehensive flood risk management plan will take collaboration.
- The sustainable, systems and collaborative approach is the most effective way to manage flood risk.
- USACE and FEMA work together to ensure current and future flood risk mapping, levee certification and other flood risk management related policies are coordinated and compatible.
- The Silver Jackets Program is an innovative program that consistently brings together multiple state, federal, and sometimes tribal and local agencies to learn from one another and apply their knowledge to reduce risk.

Flood Risk Management is a Shared Responsibility: Know Your Risk, Know Your Role, and Take Action

Know Your Risk

- Floods are the most common and costly natural disaster in the U.S. and every community in the U.S. is vulnerable to flooding.
- Structures that are built to reduce flood risks do not eliminate those risks, and communities can still be impacted by floods.

- Even if your community has never experienced a flood, your risk of flooding can change over time due to changes in climate, population, development in and around your community, and other factors.

Know Your Role

- Managing flood risks is a shared responsibility, everyone has a part in reducing flood risk.
- Local officials, with support from state and Federal agencies, should inform their communities of their flood risk, so that they can make informed decisions about their safety.
- Individuals should understand their risks and the steps they can take to reduce risk from flooding.

Take Action

- Take action to understand and reduce your risk. Visit FloodSmart.gov to learn about your flood risk and actions you can take to reduce your risk.
- Take action to reduce your risk. Flood proofing, having an evacuation plan and paying attention to local public safety and emergency management officials are steps you can do to reduce your risk.
- Federal agencies will work with states, sponsors, partners and elected officials to develop shared solutions to reduce flood risk.

VI. Action Plan

a. Strategies:

Internal Communications within FRM Community of Practice:

Annual workshops
 Quarterly conference calls
 Quarterly newsletters – Silver Jackets and Flood Risk Management
 Web site
 Training (Prospect, other)
 Webinars

Internal Communications with other USACE Communities of Practice:

Participation and presentations at other annual workshops
 Participation in other CoPs conference calls
 Integrate messages into training programs (i.e. Intro to Planning, Plan Formulation, and Planning Associates Program, Risk Communications and others)
 Discussions at senior leader conferences
 Integrate into the District Engineer course
 Quarterly calls with all functional areas at the HQ level

Web site
Webinars

External

National/Local Floodplain Associations conferences (ASFP, NAFSMA, etc.)
Non-federal partner meetings
Federal Interagency Floodplain Management Task Force
Silver Jacket Teams – Newsletters, website
Regional Flood Risk Management Team
Quarterly teleconferences with FEMA and USACE
Levee board meetings
City/County Board of Supervisors meetings
Public meetings
Watershed forums
Web site
Webinars

b. Communication Products:

Fact sheet on FRM program, Silver Jackets
FRMP and Silver Jackets websites
Frequently asked questions
Link to other USACE Communities of Practice, particular Planning and Levee Safety
List of potential one/two page fact sheets: (generated from questions received by new flood risk managers in the field)

- Common definitions of flood risk terms used in USACE regulations and guidance
- Flood Plain Management Services (FPMS)
- Planning Assistance to States (PAS)
- Key Flood Risk Management Messages for PAO's and District Commanders
- Exhibit

2012 USACE and FEMA Joint Publication on Levees and the NFIP
USACE and FEMA Joint Key Messages

List of potential Factsheets and resources from other agencies to link to Web site

ASCE: So You Live Behind a Levee

ASDSO: Living with Dams: Know Your Risk

FEMA:

- NFIP and Levees: An overview fact sheet
- Procedure Memorandum 34
- Procedure Memorandum 43
- Provisionally Accredited Levees
- Provisionally Accredited Levees Map Scenarios

What Happens when the PAL expires?
Levees: When Risk and Requirements Change
FloodSmart products

NOAA:

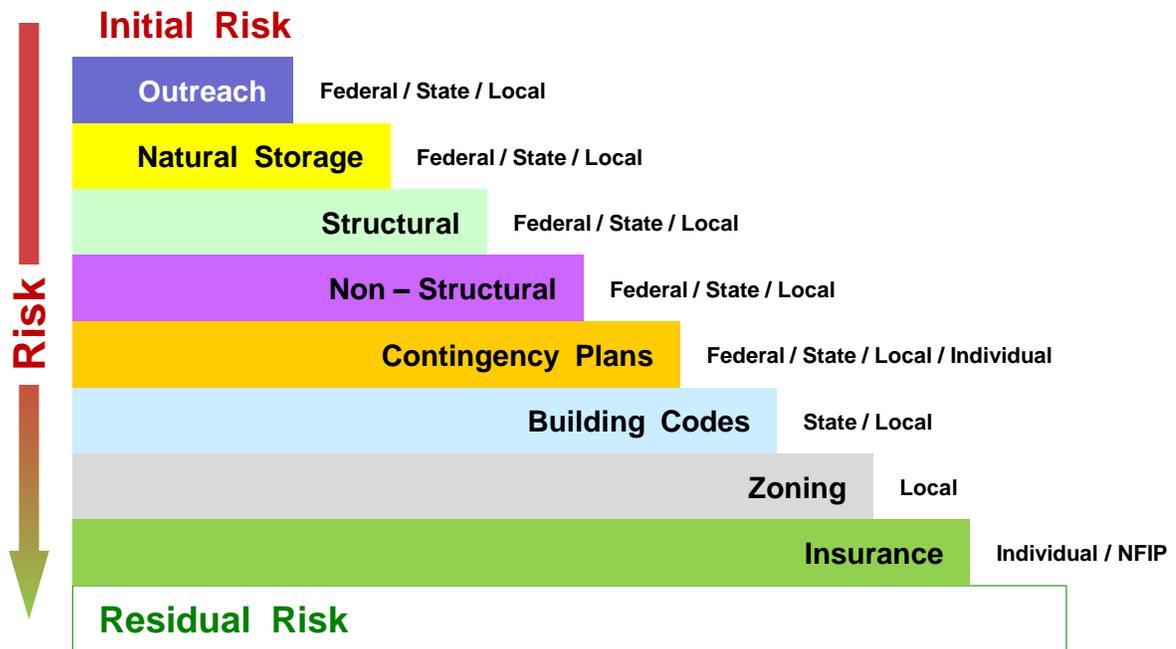
Understanding Risk Behavior
Coastal Services Center: Digital Coast website

Federal Interagency Floodplain Management Task Force website

c. Communication Diagrams

- Below is a chart used to show how the driving down of risk that affects residual risk.

Shared Risk Management Responsibility “ Driving Down the Risk “



All Stakeholders contribute to reducing risk !

- The Life-Cycle Risk Management diagram shows how the flood risk management programs looks at the life-cycle and focus the program on the four major areas.

Life-Cycle Risk Management



VII. Evaluation of Success

- Successful risk communication leads to a common recognition and understanding of the hazards, risk management options, and shared acceptance of the risk management decisions.
- There is a common understanding and consistent message about flood risk within the various levels of USACE.
- Collaboration with other agencies and groups leads to more integrated, comprehensive and sustainable national flood risk management to improve public safety and reduce flood damages to our country.
- Flood Risk Management is seen as a shared responsibility.

Appendix

1. Resources

Information available on the National Flood Risk Management website

The National Flood Risk Management program set up the website to consolidate information and make it easier to find all the guidance and relevant documents that apply to Flood Risk Management <http://www.nfrmp.us>. The tab to guidance and policy contains the FRMP implementation guidance letter, guidance on levee certification, planning and policies, Silver Jackets Website, and Levee Safety Committee. There is also a link to prior presentations given by the FRMP team. This website has been very useful when talking with a non-federal sponsor who is looking for all USACE levee guidance. It is frequently updated.

Other Websites as Resources

National Flood Risk Management Program: <http://www.nfrmp.us/>

NOAA sites: <http://www.csc.noaa.gov/>

<http://www.csc.noaa.gov/howtoguides.html>

<http://www.csc.noaa.gov/digitalcoast/inundation/understand.html>

USDA Site for Risk Communication:

http://www.foodinsight.org/Resources/Detail.aspx?topic=Risk_Communicator_Training_for_Food_Defense_Preparedness_Response_Recovery

USGS site for significant floods in the US in the 20th century: <http://ks.water.usgs.gov/pubs/factsheets/fs.024-00.html>

Federal Interagency Floodplain Management Task Force:

http://www.fema.gov/business/nfip/fifm_task_force.shtm

FloodSMART for NFIP: <http://www.floodsmart.gov>

ASCE So, You Live Behind a Levee: <http://content.asce.org/ASCELeveeGuide.html>

USACE publications: <http://140.194.76.129/publications/>

Help for scheduling meetings: <http://www.doodle.com>

NFIP Guidebook for Local Administrator:

<http://www.fema.gov/library/viewRecord.do?id=3574>

2. References:

Memorandum, Headquarters, U.S. Army Corps of Engineers (HQUSACE) (CEW-HS), subject: USACE National Flood Risk Management Program Initial Guidance, 5 Oct 09.

Draft National Flood Risk Management Program Management Plan, 30 November 2009.

FEMA Risk MAP National Outreach Strategy (NOS), Final Deliverable: December 31, 2009.

White-paper, Transforming the Corps into a Risk Managing Organization' Contributing Authors: David Moser, USACE, Institute for Water Resources; Todd. Bridges, USACE, Engineer Research and Development Center; Steven Cone, USACE, Institute for Water Resources; Yacov Haimes, University of Virginia; Brian K. Harper, USACE, Institute for Water Resources; Leonard Shabman, Resources for the Future; and, Charles Yoe, College of Notre Dame.

ASA(CW) letter: Advancing the U.S. Army Corps of Engineers (USACE) Civil Works Program in 2010, January 2010.

OMB 2007. Updated Principles for Risk Analysis, M-07-24, Memorandum for the Heads of Executive Departments and Agencies

Websites reviewed:

<http://www.whitehouse.gov/omb/memoranda/fy2007/m07-24.pdf>

NOAA sites

<http://www.csc.noaa.gov/>

<http://www.csc.noaa.gov/howtoguides.html>

<http://www.csc.noaa.gov/digitalcoast/inundation/understand.html>

<http://www.csc.noaa.gov/digitalcoast/inundation/index.html>

US Department of Agriculture

http://www.foodinsight.org/Resources/Detail.aspx?topic=Risk_Communicator_Training_for_Food_Defense_Preparedness_Response_Recovery

<http://ks.water.usgs.gov/pubs/fact-sheets/fs.024-00.html>

http://www.fema.gov/business/nfip/fifm_task_force.shtm