



DEPARTMENT OF THE ARMY
U.S. ARMY CORPS OF ENGINEERS
WASHINGTON, D.C. 20314-1000

OCT - 5 2009

CECW-HS

MEMORANDUM FOR Commanders, Major Subordinate Commands

SUBJECT: USACE National Flood Risk Management Program Initial Guidance

1. References.

a. Memorandum, Headquarters, United States Army Corps of Engineers (HQUSACE) (CECW-HS), subject: Levee Safety Program Implementation, 16 Nov 07.

b. Paper, MG Don T. Riley, subject: Improving Public Safety - From Federal Protection to Shared Risk Reduction, 10 Oct 07.

2. The purpose of this memorandum is to provide initial guidance for implementing the USACE National Flood Risk Management Program (NFRMP).

3. USACE is transitioning from the concept of *flood damage reduction* to a broader focus on *flood risk management* defined as managing both *floodwaters* to reduce the *probability* of flooding (that is, structural approaches such as levees and dams) and *floodplains* to reduce the *consequences* of flooding. Flood risk management must be collaborative since other agencies external to USACE also have roles, responsibilities, and authorities in floodwater and floodplain management.

4. As noted in reference 1.b. above, successfully reducing the Nation's flood risk relies heavily on collaboration in floodplains and leveraging the complementary mitigation practices of federal, state, and local governments, federally recognized Indian Tribes, public organizations, private entities, and citizens. To this end, HQUSACE established the NFRMP in FY06 as a comprehensive approach for sustainable national flood risk management to help coordinate and synchronize programs, activities, and initiatives both internally and with our federal, state and local partners and stakeholders at the national, watershed, state, and local levels. Enclosure 1 lists some of these programs, activities, and initiatives.

5. The NFRMP's objective is to foster open and collaborative mitigation planning, response, and recovery efforts both within USACE programs, activities, and initiatives and externally with our federal, state, local, and tribal partners. This will be achieved by:

- Providing the public and decision makers with current and accurate flood risk information at the national, watershed, state, tribal, and local levels.
- Identifying and assessing all flood risk reduction infrastructure hazards.
- Improving public awareness and understanding of flood related hazards and risks.
- Implementing collaborative watershed / system risk management strategies with federal, state, local, and tribal partners.
- Improving our capabilities to collaboratively deliver and sustain flood risk management services at the national, watershed, state, local, and tribal levels.

6. Effectively reducing flood risk requires that we manage our programs, activities, and initiatives as a coordinated and continuous "cycle". Accordingly, our USACE Flood Risk Management Cycle is defined by the following four (4) phases: mitigation planning, preparation, response, and recovery. Within this conceptual framework, we will coordinate and synchronize our efforts with those of our federal, state, local, and tribal partners. Enclosure 2 graphically depicts the USACE Flood Risk Management Cycle and the relationship of activities within the cycle.

7. As a part of the NFRMP, HQUSACE is helping lead national efforts to: 1) define national flood risk management policies and strategies, 2) coordinate federal agency programs and flood risk management activities, and 3) develop national risk communication policies and strategies, as follows:

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

b. *Flood Risk Management Task Force*. 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. *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.

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

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

8. HQUSACE has established a "matrix organization" to implement the NFRMP and integrate flood risk management functions, programs, and policies. In FY10, we will transition NFRMP responsibilities now exercised by the Planning & Policy Community of Practice (CoP) to the HQUSACE Flood Risk Management (FRM) Business Line Manager. In FY11, the FRM Director will assume responsibilities as the FRM business line manager. This "matrix organization" will operate under the executive direction of

the Chief, Office of Homeland Security, who reports to the Director of Civil Works. A summary of the FRM HQ structure is shown at Enclosure 3. The following is a description of the roles of each of these positions and groups in the organization:

a. *Flood Risk Management Program Senior Executive Service (SES) Oversight.* HQUSACE Chiefs of Homeland Security, Planning and Policy, Operations and Regulatory, and Engineering and Construction. Responsible for overseeing and directing support to the USACE strategic plan.

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

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

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

9. Establishing / implementing the NFRMP supports USACE Campaign Goals 2, 3 and 4. By enabling collaboration, internally and externally, with national, regional, and state level stakeholders, we support Goal 2 with better integrated watershed activities for more essential, enduring, and shared water resource and flood risk solutions. Campaign Goal 3c is supported by assisting states and communities make better risk informed decisions through the regional and state partnerships developed by this program. These collaborative partnerships will inform and educate flood risk management stakeholders and the public to enable informed decision making. Campaign Plan Goal 4a is supported by improved coordination and integration of the full range of the Corps Communities of Practice expertise to address flood risk management challenges and provide quality products and services within the watershed.

10. Achieving NFRMP objectives in MSCs and Districts will take time as we build our regional and state partnerships. Fully implementing program objectives will require a "culture change" in how we think about flood risk management, partner with stakeholders, and apply our program authorities within the watershed to identify, manage, and communicate flood risk. As a result, initial program implementation objectives in FY10 and FY11 are to:

- a. Establish / designate MSC and District program management responsibilities.
- b. Develop regional / watershed partnerships where collaboration opportunities exist.
- c. Establish state "Silver Jackets" intergovernmental partnerships with interested states.

11. The "Silver Jackets" concept will be used to implement state-level frameworks for developing and maintaining interagency partnerships within states and to establish state level teams. MSCs should assign lead Districts for states within their AOR. Districts may designate or assign "Silver Jackets" program management responsibilities to individuals other than the FRM Program Manager at their discretion based

on workload and state relationship requirements. Lead Districts for states in multiple MSC AORs will be determined jointly by the affected MSCs and the National Silver Jackets Program Manager, Ms. Jennifer Dunn at 530-756-1104.

12. Each MSC and District will develop a plan to implement the NFRMP at their regional (MSC) and state / local / tribal (District) levels. These plans will address how USACE program activities will be managed internally and coordinated externally with federal, state, local, and tribal partners at the regional, watershed, and state levels. Regional plans should also address intergovernmental partnerships in watersheds within the MSC Area of Responsibility (AOR) that can facilitate collaborative watershed planning, communications, and information sharing. MSC and District responsibilities are summarized in Enclosure 4. Plans must include the following minimum information:

a. MSC Plans.

- (1) Designate an MSC Flood Risk Management Program Manager.
- (2) Identify where in the organization the Program Manager will function to best accomplish the program management responsibilities outlined at Enclosure 4.
- (3) Identify / describe coordination with appropriate MSC CoPs.
- (4) Describe the process for establishing regional / watershed partnerships and overseeing District programs.
- (5) Recommend a prioritized list of state(s) for establishing a Silver Jackets team(s).

b. District Plans.

- (1) Designate a District Flood Risk Management Program Manager.
- (2) Identify where in the organization the Program Manager will function to best accomplish the program management responsibilities outlined at Enclosure 4.
- (3) Recommend a prioritized list of state(s) for establishing a Silver Jackets team(s). Districts with lead responsibilities for states not fully contained within their District AOR will describe coordination with other Districts and MSCs with responsibilities in that state.

13. MSC and District NFRMP Program Managers should be positioned in the organizational where they can best coordinate internally with functional CoPs and externally with regional and state partners. The flood risk management framework should enable internal coordination with Levee and Dam Safety, Planning, Engineering, Operations, Emergency Management, Floodplain Management Services (FPMS), Planning Assistance to States (PAS) CoPs and programs for integrated and synchronized responses across all phases of the flood risk management cycle.

14. Funding for establishing regional watershed partnerships, state "Silver Jackets" teams, and program management within Districts in FY10 and FY11 will be provided through the Flood Risk Management Program administered by the Institute for Water Resources. Guidance for FY10 program funding will be provided by separate memorandum. MSC management activities should be funded under the General Expenses (GE) account.

15. Initial program implementation milestones are summarized at Enclosure 5. Once a final NFRMP Program Management Plan is issued, MSCs and Districts will refine their milestones to reflect implementation activities.

CECW-HS

SUBJECT: National Flood Risk Management Program Implementation

16. Please address any questions regarding this guidance to Mr. Peter Rabbon at 202-761-4669 or Mr. Jeffrey Jensen at 703-428-9068.

These are important activities, many of which are already being done within current funding levels - press on!

5 Enclosures:

- Enclosure 1: Example FRM Programs & Activities
- Enclosure 2: Flood Risk Management Cycle
- Enclosure 3: Flood Risk Management HQ Structure
- Enclosure 4: Regional and State-level Roles & Responsibilities
- Enclosure 5: Program Implementation Milestones



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Major General, USA
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Enclosure 1: Example FRM Programs & Activities

USACE:

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

FEMA:

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

Natural Resources Conservation Service (NRCS):

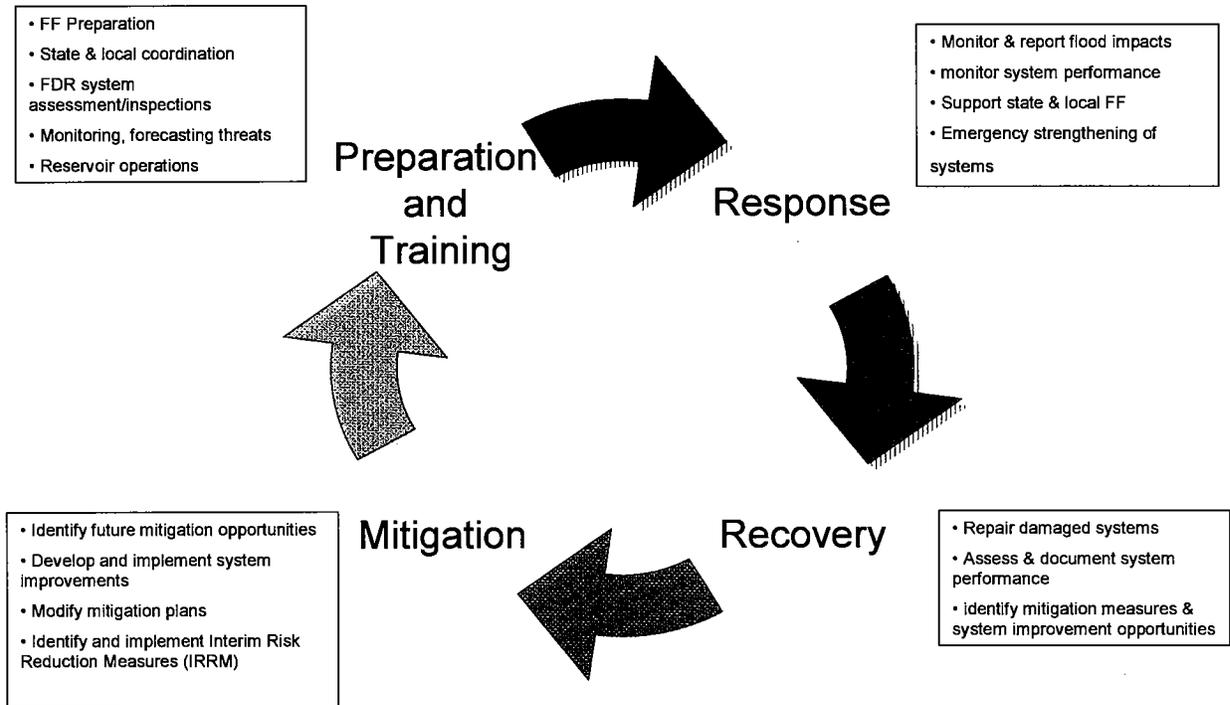
1. Emergency Watershed Protection Program (EWP)
2. Floodplain Easement Program
3. Wetland Reserve Program
4. PL 566 Small Watershed Program
5. Environmental Quality Incentive Program
6. Agricultural Water Enhancement Program

States:

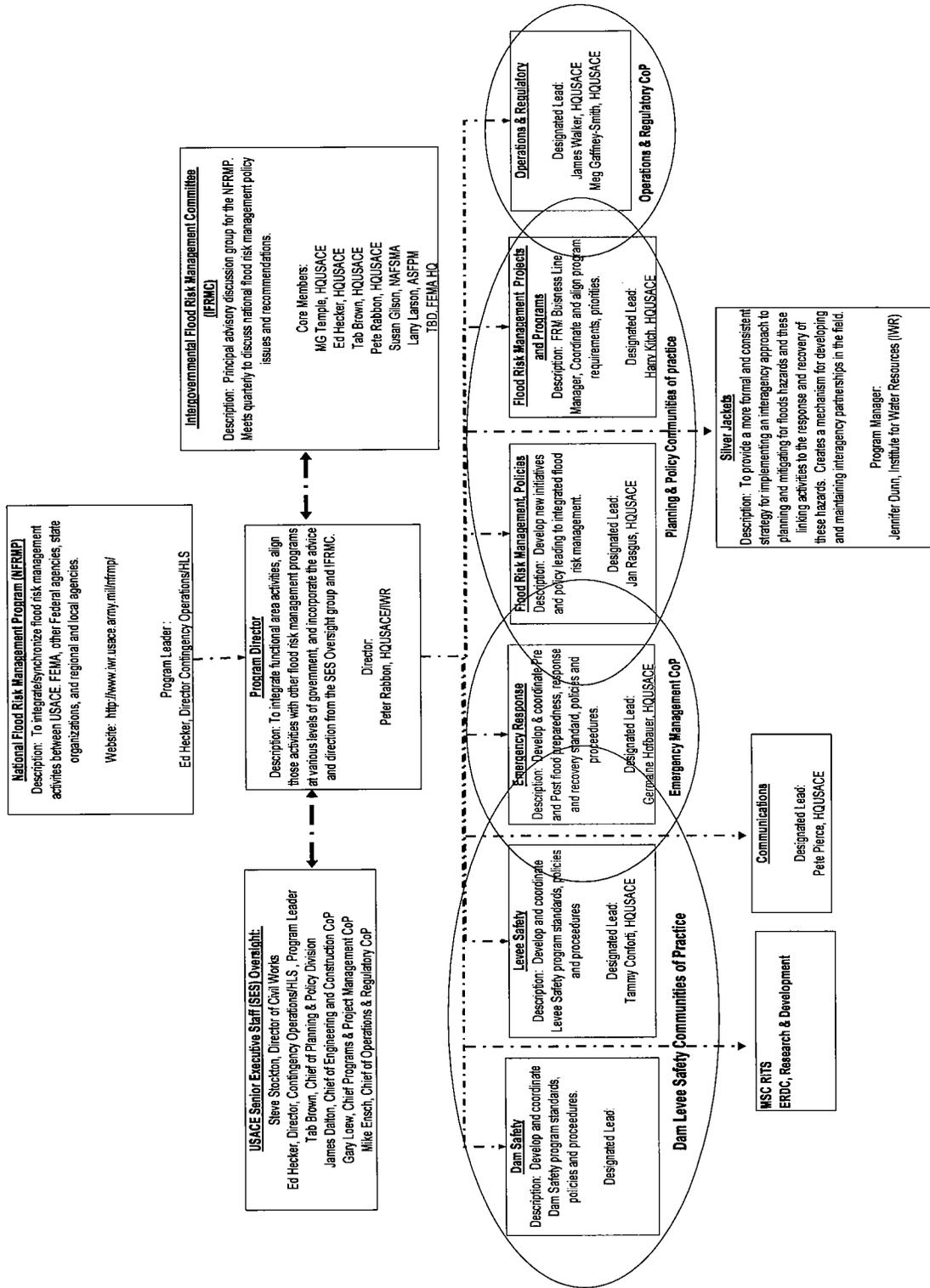
1. State hazard mitigation plans
2. State floodplain management plans
3. Pre and post planning and recovery activities

Enclosure 2: Flood Risk Management Cycle

Flood Risk Management Cycle



Enclosure 3 - Flood Risk Management Program HQ Structure



Enclosure 4: Regional and State-level Roles & Responsibilities

MSC Responsibilities: The MSC Flood Risk Management Program Manager is responsible for establishing and managing a regional FRMP plan that establishes and provides oversight for internal coordination and integration of the related flood risk management programs, activities, and initiatives within the MSC; establishes regional/watershed partnerships with regional federal agencies and public/private organizations in order to achieve regional application and coordination of the programs objectives; and provides oversight and direction for the establishment of FRMP activities in the districts to support regional activities and the establishment of state level program activities.

Responsibilities of the MSC FRM Program Manager include:

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

District Level: The District FRM Program Manager is responsible for establishing and managing a District FRMP plan that facilitates internal coordination and integration of the related flood risk management programs, activities, and initiatives within the District and establishes "Silver Jackets" intergovernmental partnerships within assigned states.

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

- 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.
- Coordinate vegetation variance agreements, Sections 408 project modifications and system-wide improvement exception requests.
- Provide flood risk management input to projects in planning, design and construction.
- Support FRM public awareness programs in coordination with local interests and other federal, state, and local agencies.
- Review flood risk management projects for compliance with EO 11988.

The Silver Jackets Program proposes establishing an interagency team in each state with a representative from FEMA, USACE, the state National Flood Insurance Program (NFIP) coordination office, and the state hazard mitigation office as standing members and lead facilitators. Other agency representatives may vary based on current team focus and activities. This program should be used to establish relationships when they do not exist, strengthen relationships that need improvement, and supplement and expand already successful teams. Management responsibilities specific to Silver Jackets teams include:

General program responsibilities:

- Maintain knowledge of current Silver Jackets team activities,
- Relay Silver Jackets initiatives and/or inquiries to the appropriate organizational element within their District,
- Advocate potential Silver Jackets initiatives originating within their District boundaries to the Silver Jackets team,
- Facilitate participation by other relevant District personnel or local entities in the Silver Jackets team, and
- Develop individual interagency flood risk management capability through training such as the Certified Floodplain Manager (CFM) program.

State Lead responsibilities:

- Assess existing state teams and determine the appropriate path for developing a Silver Jackets team,
- Facilitate team development, including developing a charter that identifies appropriate state partnerships, responsibilities and objectives for the team,
- Maintain and distribute meeting minutes and other support functions as requested by the state,
- Ensure that the state maintains leadership with respect to developing team priorities,
- Maintain active coordination with other Districts and MSCs with responsibilities in the state, and
- Actively participate in developing the national program by openly sharing both successes and lessons learned.

Enclosure 5: Program Implementation Milestones

<u>Activity</u>	<u>Date</u>
Initial draft guidance provided to MSC for review & input	7 April 09
Overview FRMP Framework during VTC	16 April 09
MSC Identify POC for Coordination of guidance	24 April 09
MSC provide comment to initial draft guidance	8 May 09
Revised draft Guidance provided to MSC	22 May 09
Conduct FRMP Implementation workshops	
NAD / SAD	10-11 Aug 09
SPD / POD / NWD	13-14 Aug 09
MVD / LRD / SWD	19-20 Aug 09
Finalize Summary of Workshops/Submit to MSCs/Districts	2 Sep 09
Finalize NFRMP Guidance and coordination with the MSCs	4 Sep 09
Brief Senior Leadership at HQ USACE	14 Sep 09
Draft NFRMP PgMP Completed	25 Sep 09
Issue Final NFRMP Guidance to MSCs	28 Sep 09
MSCs and Districts designate FRM PM	16 Oct 09
MSCs and Districts develop draft PgMPs	23 Oct 09
MSCs complete regional implementation guidance/PgMPs	16 Nov 09
MSCs/Districts Submit 1st Quarterly Report on Program Activities	1 Jan 10
NFRMP Regional Workshops (includes Silver Jackets)	Apr-May 10