

FLOODPLAIN MANAGEMENT SERVICES (FPMS) PROGRAM: OVERVIEW

Stephanie Bray
National FPMS Program Manager

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2:15 – 3:15 PM EDT



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FPMS PROGRAM BASICS



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FLOODPLAIN MANAGEMENT SERVICES AUTHORITY

Section 206 of the Flood Control Act of 1960- that's a LONG time ago!

Authorized USACE to: compile and disseminate information on floods and flood damages, including identification of areas subject to inundation by floods of various magnitudes and frequencies, identification of areas subject to floods due to accumulated snags and other debris, and general criteria for guidance of Federal and non-Federal interests and agencies in the use of flood plain areas; and to provide advice to other Federal agencies and local interests for their use in planning to ameliorate the flood hazard, to avoid repetitive flooding impacts, to anticipate, prepare, and adapt to changing climatic conditions and extreme weather events, and to withstand, respond to, and recover rapidly from disruption due to the flood hazards.

Full authority as amended:

[https://uscode.house.gov/view.xhtml?req=\(title:33%20section:709a%20edition:prelim\)#:~:text=33%20USC%20709a%3A%20Information%20on%20floods%20and%20flood,damage%20%28a%29%20Compilation%20and%20dissemination](https://uscode.house.gov/view.xhtml?req=(title:33%20section:709a%20edition:prelim)#:~:text=33%20USC%20709a%3A%20Information%20on%20floods%20and%20flood,damage%20%28a%29%20Compilation%20and%20dissemination)





GUIDANCE

ER 1105-2-100 Appendix G Section 5- Floodplain Management Services

- Dated 2004- hoping to update soon
- Provides:
 - Background on the program
 - General Roles and responsibilities
 - Appropriate uses for FPMS funding
 - Program guidelines for support to the National Flood Insurance Program



Flood risk management (FRM) is one of the U.S. Army Corps of Engineers' (USACE) primary mission areas, and encompasses the development and communication of approaches, technologies, and solutions which reduce the risk of riverine flooding and coastal storm impacts. The Floodplain Management Services (FPMS) program serves as a tool to help achieve the USACE FRM mission by addressing the needs of people who live and work in floodplains, and the actions they can take to reduce property damage and prevent the loss of life caused by flooding.

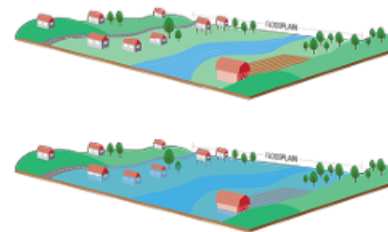
OVERVIEW

Through the FPMS program, USACE provides information on flood hazards to local interests, state agencies, tribal nations, and other federal agencies to guide development of the floodplains and flood-prone areas of the United States.

The program's objective is to foster public understanding of the options for dealing with flood hazards and promote prudent use and management of the nation's floodplains and flood-prone areas. The FPMS program provides a full range of technical services and planning guidance that is needed to support effective floodplain and flood risk management.

WHAT IS A FLOODPLAIN?

Per Executive Order 11988, a floodplain is "the lowland and relatively flat area adjoining inland and coastal waters, including flood-prone areas of offshore islands." It also includes, at a minimum, that area subject to a 1-percent chance of flooding in any given year (Executive Order 11988).



WHAT IS FLOODPLAIN MANAGEMENT?

Floodplain management is a community-based effort to prevent or reduce the risk of flooding, resulting in a more resilient community. (FEMA.gov)

FPMS SERVICES AVAILABLE

Under the FPMS program, USACE is authorized to compile and disseminate information on floods and flood damages, including identifying areas subject to inundation by floods of various magnitudes and frequencies, providing general criteria for guidance for use of floodplain areas to federal and non-federal interests and agencies, and advising other federal agencies and local interests on using the criteria when planning flood hazard mitigation.

EXAMPLE FPMS ACTIVITIES & PRODUCTS

- | | |
|---|---|
| <ul style="list-style-type: none"> ■ Developing studies or guidance ■ Floodplain & flood inundation mapping ■ Flood hazard evaluation ■ Hurricane evacuation preparation/planning ■ Flood warning/preparedness ■ Flood risk reduction education & outreach ■ Urbanization impacts assessment/planning ■ Stormwater management assessment/planning | <ul style="list-style-type: none"> ■ Preliminary assessment of nonstructural measures and/or natural and nature-based solutions ■ Inventory of flood-prone structure ■ Workshops ■ Tabletop exercises ■ Emergency Action Planning ■ Floodplain Management Plan Assistance ■ Assessment tools & processes |
|---|---|



WHAT FPMS OFFERS

General Technical Services

- Obtain, develop, and interpret flood and floodplain data
- Outreach to public entities upon request

General Planning Guidance

- Undertake “special studies” on all aspects of floodplain management planning
- Includes physical, socioeconomic, and environmental conditions of floodplain

Guides, Pamphlets, Supporting Studies

- Disseminate flood and floodplain data to foster public understanding of hazards and options

National Flood Insurance Program Support
(on reimbursable basis)

EXAMPLE FPMS ACTIVITIES & PRODUCTS

- | | |
|---|---|
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|---|---|



ADDITIONAL CONSIDERATIONS

FPMS Project Should:

- Use available data from all sources (and acknowledge when data is used from another source).
- Use available modeling and mapping whenever practical.
- Seek support from other Districts (within the Division or nation-wide) for personnel support to accomplish work prior to using contractor services.

FPMS Projects Should **NOT**:

- Duplicate efforts that should be or are being accomplished under another authority.
- Execute prior FPMS recommendations.
- Conduct detailed planning, design, or economic analysis or provide detailed and extensive mapping.
- Lead to USACE implementation.

General Reminders:

- If technical assistance requested could be accomplished under multiple USACE authorities, consult with the Division to determine the most appropriate path forward.
- If additional personnel resources are needed, first work with the Division to seek assistance from other Districts, then consider use of a contractor if appropriate expertise and resources are not available within USACE.
- If additional data collection, mapping, or modeling is needed, the request should be tied to the quality or validity of the resulting FPMS products.
- Implementation of any recommendations resulting from the FPMS project will be the responsibility of the requestor.



WHO CAN RECEIVE ASSISTANCE?

- **At Full Federal Cost**
 - State governments
 - Regional governments
 - Local governments
 - Non-federal public agencies
 - Federally-recognized Indian Tribes
 - Specified territories (Puerto Rico, Virgin Islands, Guam, American Samoa, Northern Mariana Islands)
- **On a 100% Cost-Reimbursable Basis***
 - Other federal agencies
 - Nongovernmental entities
 - “Private persons”

* Additional details on cost-reimbursable requirements on a following slide





VOLUNTARY CONTRIBUTION OF FUNDING



- Can accept voluntarily contributed funds from nonfederal government agencies (or in-kind services) to expand the scope of services requested beyond the scope allowed by the available FPMS budget.
- There **MUST** be a federal FPMS fund request before voluntarily contributed funds can be accepted.
- Expanded services to be provided **MUST** fall within the scope of the FPMS program/authority.
- Approval authority to accept contributed funds has been delegated to the Division Commander and can be delegated in writing to the District Commander.
- A “Letter of Agreement” must be executed between the District and the nonfederal government agency prior to accepting contributed funds.



FLOODPLAIN MANAGEMENT SERVICES PROGRAM BREAK-DOWN

FPMS Coordination Accounts= CCS 255

- Quick Response
- Unit
- Technical Services

FPMS Base Program Projects = Special Studies = CCS 255

- Submitted annually to MSC (May/June timeframe)
- MSCs rank and prioritize

FPMS Interagency Nonstructural Projects = CCS 251

- Annual Application process due 31 March
- Must have two other agencies involved outside of USACE
- Must be Nonstructural
- Often supported by state Silver Jackets Teams

Other Sub-Programs:

- Systems Approach to Geomorphic Engineering (SAGE) CCS 252
- National Hurricane Program (NHP) CCS 253
- National Nonstructural Committee (NNC) CCS 254



ADMINISTRATION & CONGRESSIONAL PRIORITIES

USACE Technical Assistance Programs ideal to address these priorities because:

- FPMS available free of charge to nonfederal government agencies
- Scale of projects smaller than typical so if contribution of funding necessary, will be more affordable
- Provide planning and technical guidance to support understanding the problem and options to address

Serves disadvantaged communities?

Addresses repetitive flooding?

Supports planning and/or preparedness for climate change impacts?

FPMS BASE PROGRAM SPECIAL STUDIES/ COORDINATION FUNDS (CCS 255)



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FPMS SPECIAL STUDY: WHAT QUALIFIES

- Must deal with flooding, floodplain management and provide technical support.
- Typically, 12-18 months in duration and less than \$150k (RULE OF THUMB)- can be more with additional justification.
- Does not have to be nonstructural or interagency – could result in a structural solution implemented by the local entity.
- Must have a non-federal governmental entity requesting the assistance (otherwise must be reimbursable).





FPMS SPECIAL STUDY: PROCESS

- Requestor must submit a written request for assistance to the District
- District develops a rough order of magnitude cost and scope
- Studies should be coordinated with the District FPMS PgM
- Districts submit requests via the RI-TACOd database typically in May/June timeframe (MSC will specify due-date)
 - Current required information (beyond POC info): Description of the product, Impact of the product, Non-Federal government entity requesting assistance, start date, end date, location, description of any administration benefits supporting, budget request by month for following FY and amount needed the next FY
- Division completes review and prioritization of all Special Studies in their AOR
- HQ provides funding based on prioritization within funds available
 - Typically funded at beginning of FY (October)
 - Out of cycle requests may be considered as funds available
- Closeout: Will be completed in RI-TACOd database- funds should be returned via coordination with the MSC





HOW ARE FPMS SPECIAL STUDIES (CCS 255) BEING RANKED?

HOW ARE FPMS UNIT, TECH & QUICK BUDGETED?

- Each MSC prioritizes requests for:
 - FPMS Unit, Tech Services & Quick Response,
 - new Special Studies
- MSC & District responsible for reporting how Base program meets Administration and Congressional priorities



COORDINATION ACCOUNT: DEFINITIONS

| <u>AMSCO</u> | <u>Item Name</u> | <u>Description</u> |
|--------------|--------------------|---|
| 082030 | FPMS Unit | Lump-sum amount to fund liaison and administrative support by District staff. Funds are also utilized to support program outreach. |
| 082040 | Technical Services | Lump-sum amount to fund the provision of Services general technical services to state and local governments by District staff including general information, hazard reports on spot locations, and general floodplain management planning guidance. |
| 082045 | Quick Responses | Lump-sum amount to fund limited services to Responses Federal agencies and private persons that take one person <u>ten minutes or less</u> to provide |



COORDINATION ACCOUNT: GUIDELINES

- Review each coordination account type definition and past execution to develop a realistic estimate for amount needed for each funding type
 - Additional funds have been provided for outreach under FPMS Unit to further administration goals
- Funding is requested in May/June timeframe in RI-TACOd database
- Funding Amounts
 - Typically the total amount for all 3 coordination accounts has been around \$55k/district
 - With continued emphasis on disadvantaged communities' **districts can request up to \$100k** in coordination account funding across all three accounts for the additional purpose of identifying and **developing relationships or scoping FPMS projects for disadvantaged communities.**

FPMS INTERAGENCY NONSTRUCTURAL (CCS 251)



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INTERAGENCY NONSTRUCTURAL SPECIAL STUDIES

Set-aside under FPMS (CCS 251)

– Interagency

- **At least 2 governmental partners beyond USACE**
- Other partners as helpful; not limited to governmental


– Nonstructural

- **Seek to reduce flood risk through nonstructural means**
- Reduce flood consequences (as opposed to altering nature or extent of flood hazard)

Goals:

- Collaborative work with partners
- Integrated solutions
- Outcomes: include or enable flood risk management action

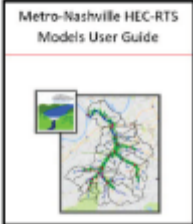
Unlike other parts of FPMS, annual proposal process to allocate funds to Districts, typically for USACE labor



INTERAGENCY NONSTRUCTURAL EFFORTS: How the Corps Can Assist with Activities that Reduce Flood Risk

U.S. ARMY CORPS OF ENGINEERS

One of the missions of the U.S. Army Corps of Engineers is to provide responsive water resources management, including reducing the consequences of flooding to life and property. Under the Floodplain Management Services (FPMS) Program, the Corps provides a wide range of technical services and planning guidance to support effective management of the floodplains associated with the rivers of the United States. Interagency nonstructural efforts that focus on flood risk reduction activities are services that can be provided through FPMS and support non-federal governments while promoting a collaborative approach.



real time flood forecasting user guide, Nashville District, 2017

Interagency nonstructural efforts are not grants. Instead, they combine complementary services from the Corps and others to achieve more comprehensive and effective solutions. Interagency nonstructural efforts are defined by how the work will be undertaken as well as by what activities will be considered.

Interagency: The work is planned and undertaken collaboratively by the Corps and at least two other governmental partners who also supply services or resources toward the effort. Additional partnerships are encouraged, including with non-governmental and private partners. Working collaboratively to meet a common goal accommodates the incorporation of a wider set of skills and programs, achieving more together than could be achieved separately.

Nonstructural: The efforts reduce the consequences of flooding to life and property instead of altering the nature of the flood hazard itself. Some common nonstructural measures include acquiring, elevating, relocating, or floodproofing structures, flood warning systems, evacuation planning, floodplain mapping, land use regulations and zoning, floodplain management plans, flood emergency preparedness plans, and risk communication.

AUTHORITIES

The FPMS program was authorized by Section 206 of the Flood Control Act of 1960, as amended (33 U.S. Code § 708a). FPMS is sometimes referred to as the "Section 206" program.

REQUESTING ASSISTANCE

A non-federal government or non-federal public agency, such as those listed in the box to the left, may contact the Corps to request assistance with its priority floodplain management concerns. Often these concerns are described in a state or local hazard mitigation plan. If the

POTENTIAL PARTNERS
requested by and provided for the benefit of:

- States, Regional, or Local Governments
- Indian Tribes
- Other Non-Federal Public Agencies

In these circumstances, the Corps may participate in the collaborative effort of full federal cost.

U.S. ARMY CORPS OF ENGINEERS
www.usace.army.mil

Fact sheet:

https://planning.ercd.dren.mil/toolbox/library/FactSheets/USACE_InteragencyNonStructEfforts_FactSheet_April2020.pdf



WHAT IS THE DIFFERENCE BETWEEN FPMS AND SILVER JACKETS???

- Both authorized through Section 206 of the 1960 Flood Control Act- but entirely separate programs. Funding is not interchangeable
- FRM-SJ Coordination funds and/or FPMS Unit funds may be used to develop FPMS Interagency Nonstructural proposals until effort is funded



Different Funding Sources
=
Different Requirements

FPMS

- Base Program (CCS 255)– Quick, Unit, Tech & Special Studies focused on aspects of floodplain management planning
- Interagency Nonstructural (CCS 251)- Proposals must identify at least 2 additional governmental partners and the effort must address nonstructural flood risk measures- Not “Silver Jackets Projects”

Silver Jackets

- Is a component of the National Flood Risk Management Program (NFRMP) (CCS 179 AMSCO 133938)
- FRM-SJ funds support NFRMP coordination and outreach activities



WHAT MAKES A GOOD PROPOSAL: EXAMPLE OF COLLABORATIVE EXECUTION, INTEGRATED SOLUTIONS

(Relates to Criteria 2 and 4)

FEMA

Developed HEC-RAS model for DFIRM.

NOAA/NWS

Provides flood forecast data.
Links to maps on NOAA/NWS webpage.

Academia

Field assessments by students

USACE

Surveys cross sections.
Updates existing FEMA-developed HEC-RAS model with new survey data.

State

Conducts public outreach activities with community.
Identifies opportunities to manage or reduce risk.

Nonprofit

Assess potential linkages to habitat improvement opportunities

USGS

Models range of flood flows using updated HEC-RAS model.
Develops inundation maps.
Uploads to USGS FIM Mapper webpage.

Local Community

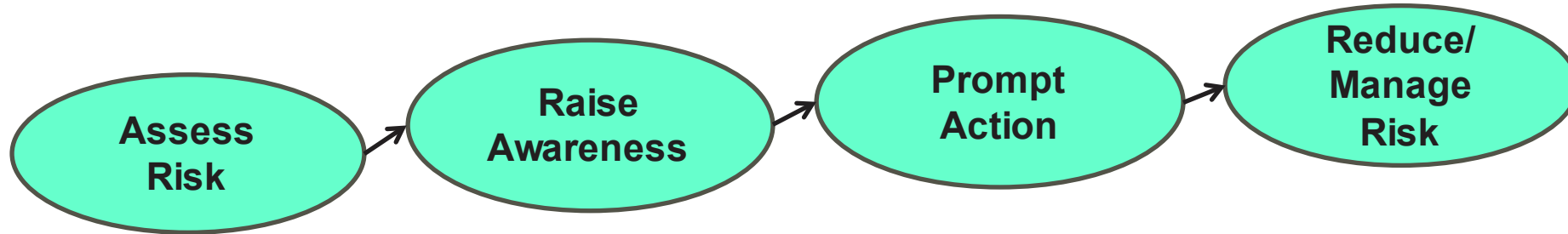
Conducts public outreach activities.
Updates local HMP.

Neighborhood Association

Assistance with public outreach



GOAL: Outcomes, consider what project-oriented actions will change flood risk



Progression: **Who will take action? What will they do? How will that action affect flood risk?**

Who: To affect flood risk, often action is required beyond what USACE can offer. Consider upfront scoping engagement, to include those with decision authority.
Ensure proposal encompasses proposed nonstructural actions

Examples:

- Will the local government revise its ordinances or official plans?
- Will the local government install an automated flood warning system?

Resources: 1. National Nonstructural Committee website

<https://www.usace.army.mil/Missions/Civil-Works/Project-Planning/nfpc/>

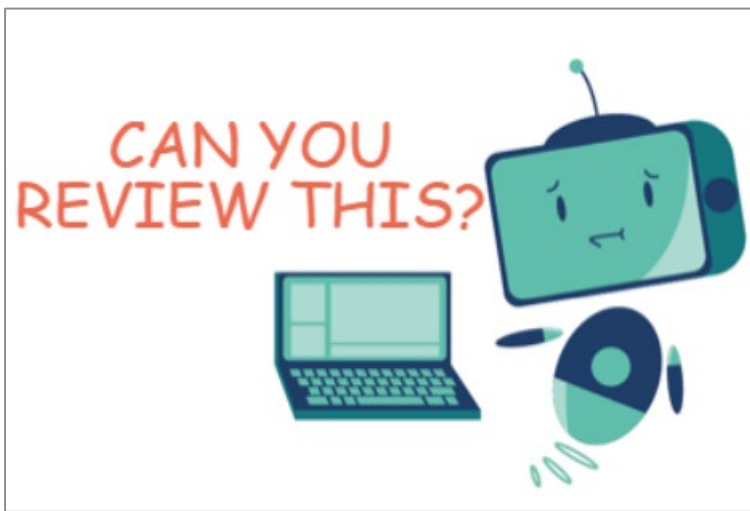
2. “Measurable Benefits” Prompts and Examples

<https://team.usace.army.mil/sites/IWR/PDT/sj/Shared%20Documents/Projects>



HOW ARE INTERAGENCY NS (CCS 251) PROJECT PROPOSALS REVIEWED?

- District proposals to SharePoint by 31 March
- MSCs review and work issues with Districts in April
- Interdisciplinary committee + MSCs rank proposals in May & June
 - *Questions for District POC input are critical opportunity to influence ranking*
- Selected efforts notified mid-July



Six criteria:

1. Directly protects life safety, reduces or prevents increases in flood risk, and/or increases resiliency
2. Promotes shared responsibility for flood risk management by prompting action by others in support of risk reduction, including by communicating risks
3. Addresses priority in State or Local Hazard Mitigation Plan
4. Leverages partner resources, with emphasis on collaborative execution
5. Extra Point for improving environmental function, addressing other social effects, addressing climate change, addressing repetitive flooding, OR serving economically disadvantaged community
6. Demonstrated execution: Penalty and Bonus points possible based on execution of District's previous FPMS interagency nonstructural special studies

REQUIRED PARTNER DOCUMENTATION

Requirement: documented support from **one non-federal governmental partner**

– If submitted by a Silver Jackets team, must be from state lead of that team

Can also provide documented support from other partners if desired

Format is not an issue (letter, email, optional partner support form template)

Contents:

- How proposal helps achieve partner goals
- Partner role in conducting proposed effort
- Partner commitment to long-term outcomes

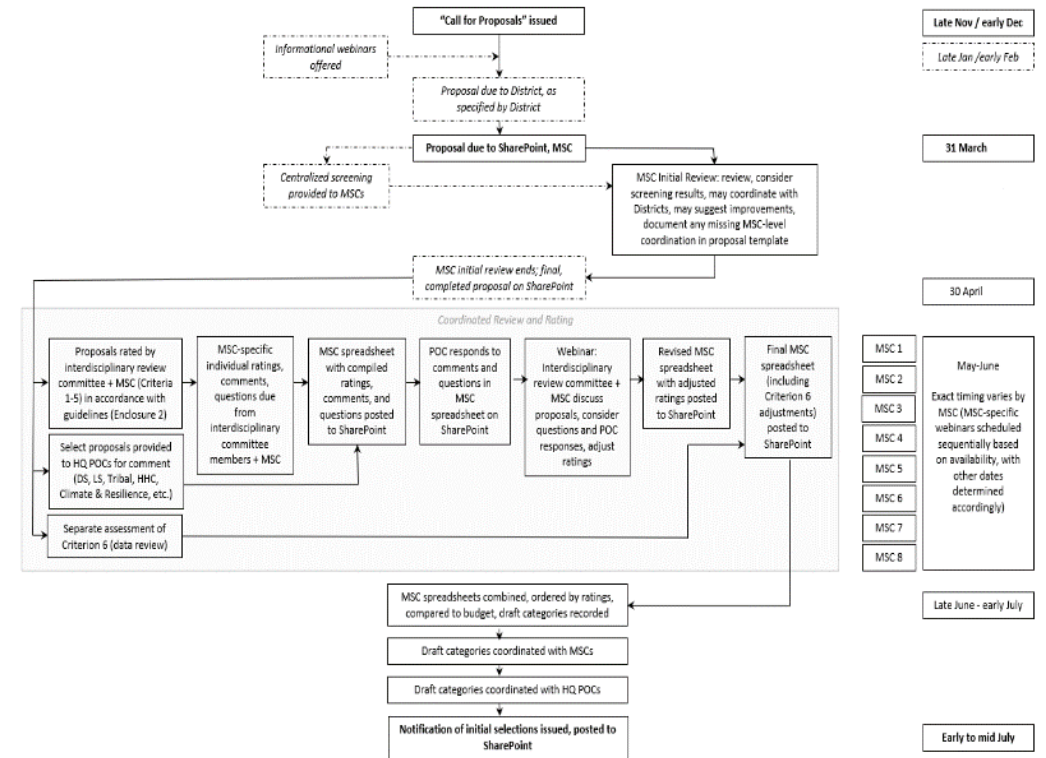
Strongly suggest that partner uses own words



PROPOSAL SUBMISSION & REVIEW

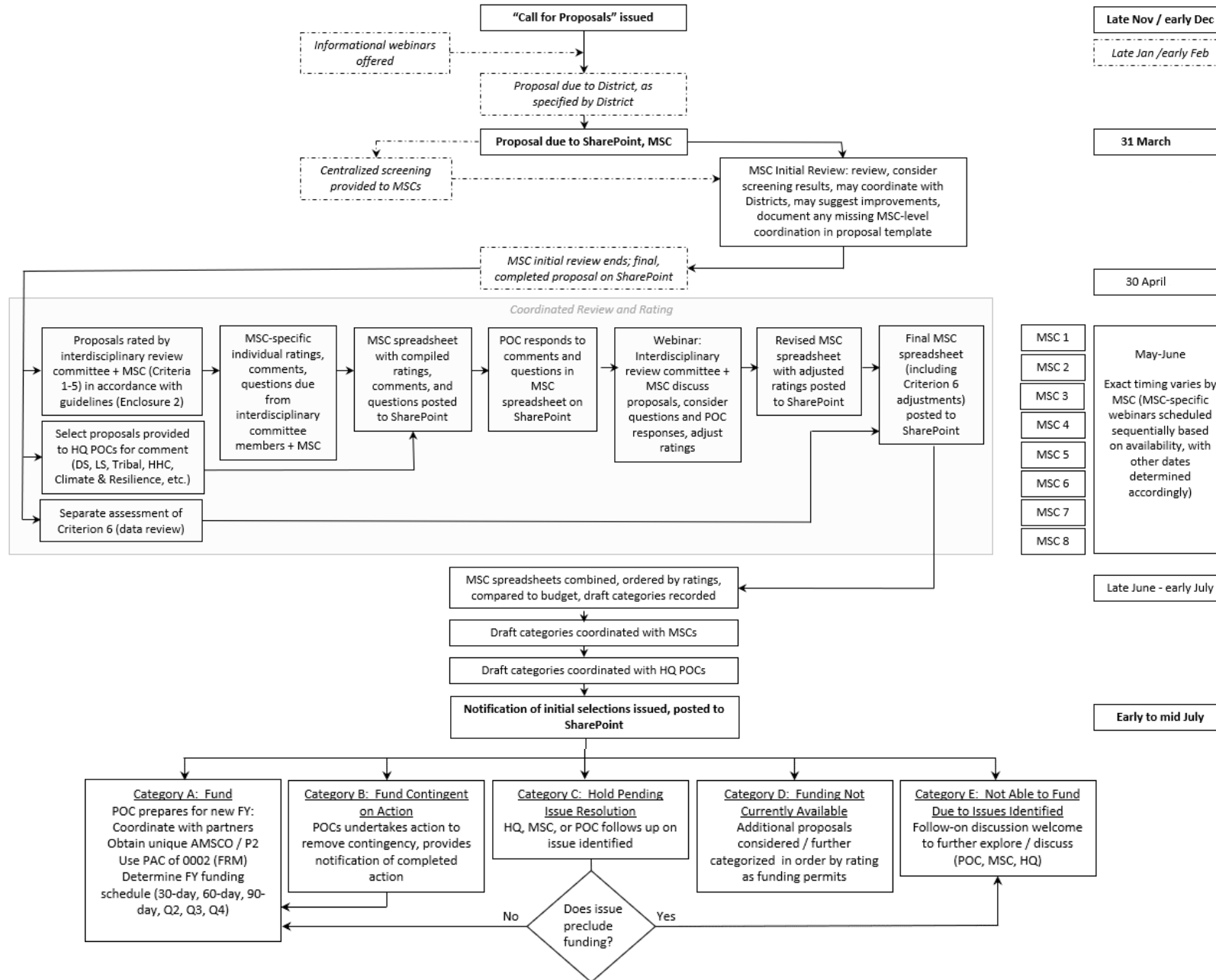
- **31 Mar: Complete Proposals due to MSCs (database TBD)**
- 30 Apr: MSC initial review concludes (policy compliant & complete checklist)
- **May/June: SMEs & Raters review, District/MS C calls to answer questions**
- July: IWR-HQ team ranks proposals, approves as many as budget will allow, notifications
- **Aug/Sept: Strengthen proposals by expanding partners, exploring mutual goals, focus on outcomes.**
- ***Complete ceiling request (funding)**
- Oct: FPMS funds delivered via MSC
- Jan/Feb: IPRs for FY24-initiated studies

FY24: Any ranked proposals that cannot be approved due to budget constraints will remain on the list and be funded if/when funding becomes available





PROPOSAL REVIEW PROCESS



FUNDING MANAGEMENT



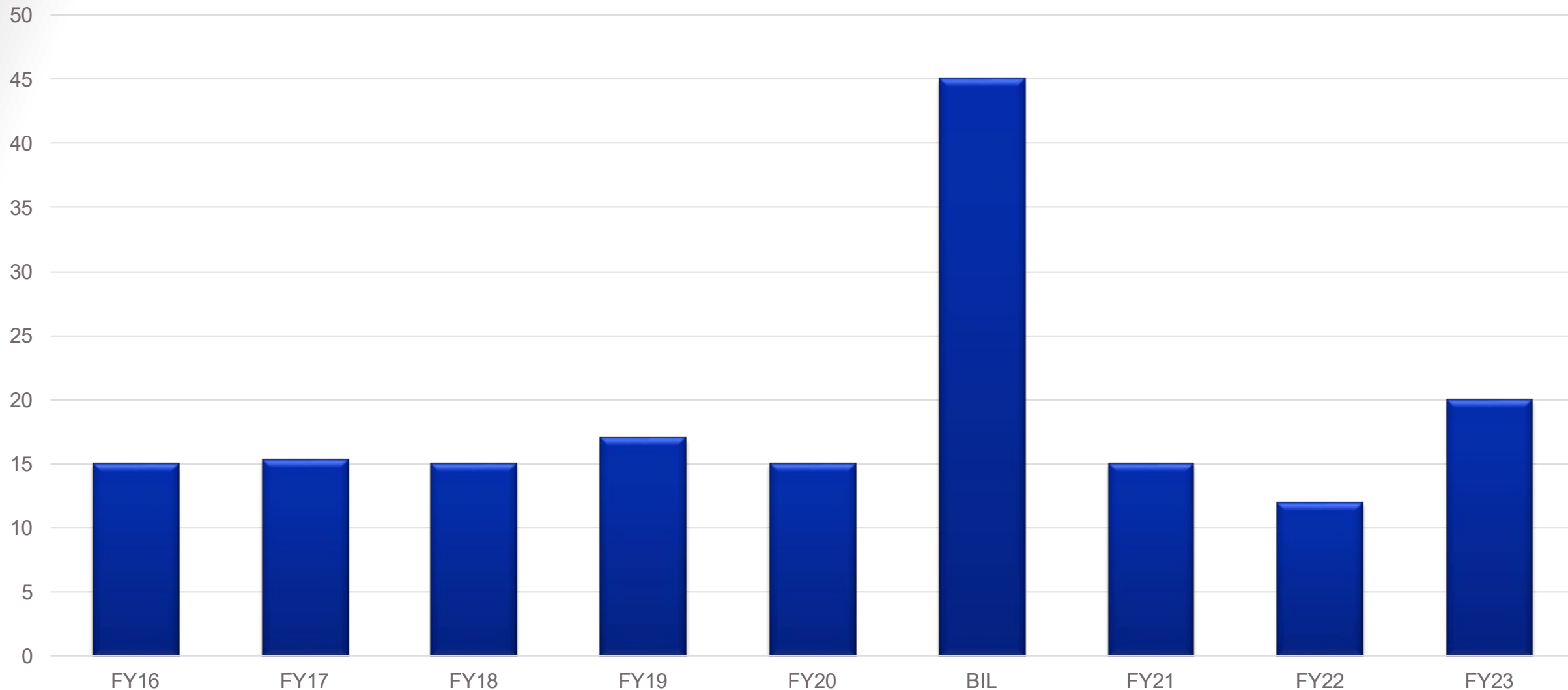
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PROGRAM FUNDING OVERALL

FPMS Funding (\$M)





HOW IS FPMS PROGRAM FUNDING BEING MANAGED?

- Funding is distributed from HQ to the MSCs, then to districts
- If you have not received funding requested, start with MSC FPMS PgM



BASE PROGRAM (CCS 255)

- Districts submit requests to MSC (April-June)
- MSCs submit to HQ/IWR (July)
- Initial ceilings by Sept

INTERAGENCY NONSTRUCTURAL (CCS 251)

- Districts submit proposals via MSC (31 Mar)
- Proposals ranked by committee and MSCs using criteria (May/June)
- Proposals funded from ranked list within available budget (selections notified in July)



WHAT IF A NEED IS IDENTIFIED MID-YEAR?



- Utilize FPMS Technical Services (CCS 255) if available
- Reach out to MSC FPMS PgM
- Interagency Nonstructural special studies may need to complete a full Subject Matter Expert review

?????QUESTIONS?????



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