PARTNERSHIP...ACADEMY, MANAGING BY NETWORK- CASE STUDY

PARTNERSHIPS & THE INFINITE GAME OF FLOOD RISK MANAGEMENT

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Lead Silver Jackets Coordinator, KS
USACE – Kansas City District

May 13, 2021 - 10:00 CT





These views are only those of the presenter and do not represent those of USACE





OVERVIEW

- Flood hazards
- Flood solutions
- Problems that trip us and result in disasters
- Culture change for effective FRM
- Partnerships that support effective FRM
- Why this awareness sets the stage for resiliency in the infinite game of flood risk management



"Sith floods are my speciality!"





A LEARNING ORGANIZATION, AND ITS QUOTES

"A 10-cent budget gets a 10-cent review."

Gordan Lance "Everything is a negotiation."

"Don't be the toad in the road."

Christy Ostrander

Christy Ostrander

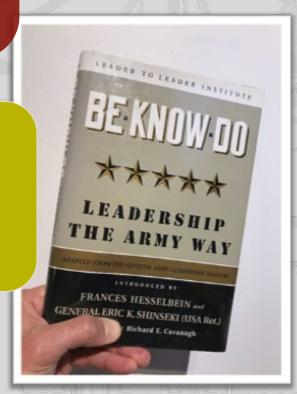
"Dead from the neck up."

"2 times 2 is still zero."

"Let's prevent a 'Ready, fire, aim' scenario."

"Doing more with less is 20 years ago. Now, we're doing the impossible with virtually nothing."

Bill McFarland



OBJECTIVES

- Help you understand flood risk management
- Describe some of the constraints of large features
- Explain how stronger flood risk management uses partnerships
- IF TIME ALLOWS: Discuss some very useful tools I've applied







RECOGNIZING PARTNERSHIPS

Pictures are worth a thousand words...







Capturing the idea of partnerships

Why we need to act

MORE FLOOD DISASTERS IN THE NEWS

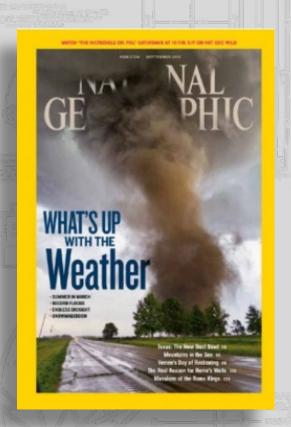








BILLION DOLLAR FLOODING



ALL U.S. WEATHER DISASTERS from 1980 to 2011 that caused at least one billion dollars* in damages are plotted by month and year; the size of each half circle represents the cost of the disaster. The ten most costly events are labeled.

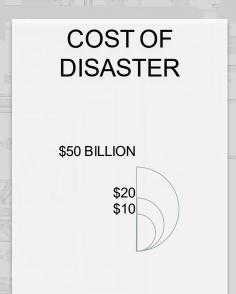
DISASTER TYPE

Drought/heat wave
Wildfire

Tornado/hailstorm/thunderstorm

Blizzard/ice storm/freeze

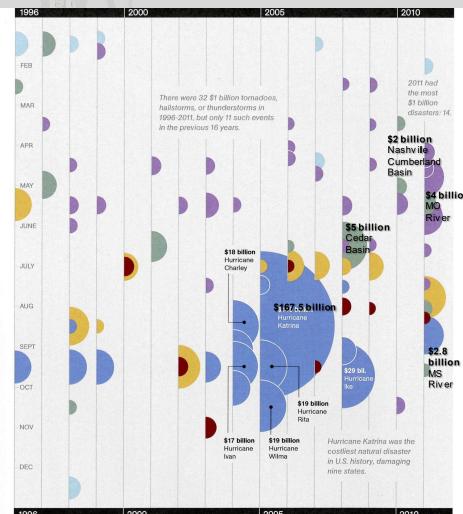
Flash Flood



National Geographic, "What's Up with the Weather," Sep. 2012

BILLION DOLLAR FLOODING





Total losses: \$541 billion

*ALL DOLLAR AMOUNTS ADJUSTED TO MARCH 2012 DOLLARS
JOHN TOMANO, NGM STAFF, SOURCES: ADAM SMITH, NATIONAL CLIMATIC DATA CENTER

**Credit: National Geographic, "What's Up with the Weather," Sep. 2012

JEFF MASTERS, WEATHER UNDERGROUND; NATIONAL CLIMATIC DATA CENTER

**CREDIT OF THE MASTERS ADAM SMITH, NATIONAL CLIMATIC DATA CENTER

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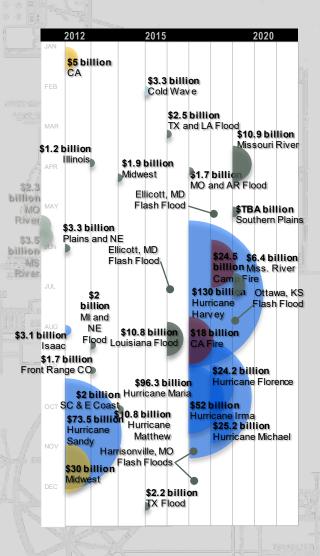
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BILLION DOLLAR FLOODING



BILLION-DOLLAR WEATHER

New Vocabulary

"Polar vortex"

"Bombo-genesis"

ALL U.S. WEATHER DISASTERS from 1980 to 2011 that caused at least one billion dollars* in damages are plotted by month and year; the size of each half circle represents the cost of the disaster. The ten most costly events are labeled.



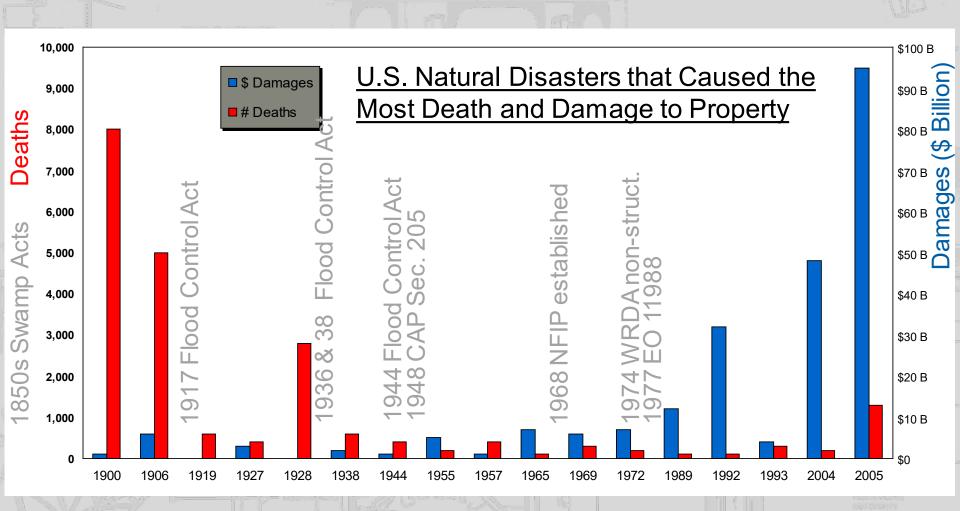
COST OF DISASTER

\$50 BILLION \$20 \$10

References:

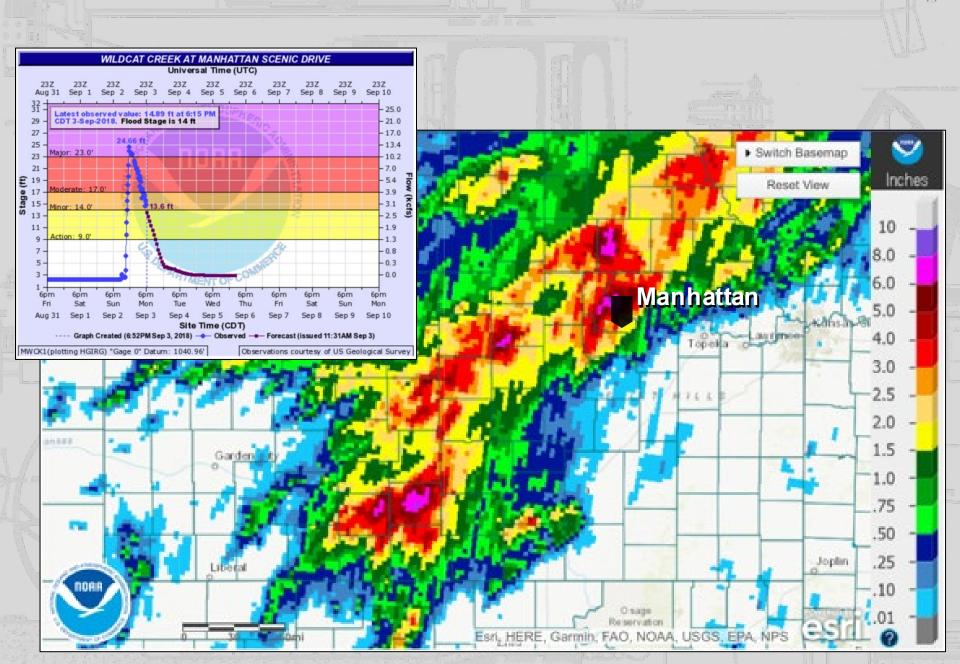
National Geographic, "What's Up with the Weather," Sep. 2012

NOAA, https://www.ncdc.noaa.gov/billions/events/US/2008-2019



\$167.5 billion, Katrina, 1,833 \$96.3 billion, Maria, 2,981

MANHATTAN, KS - LABOR DAY FLOOD, 3-SEP-2018



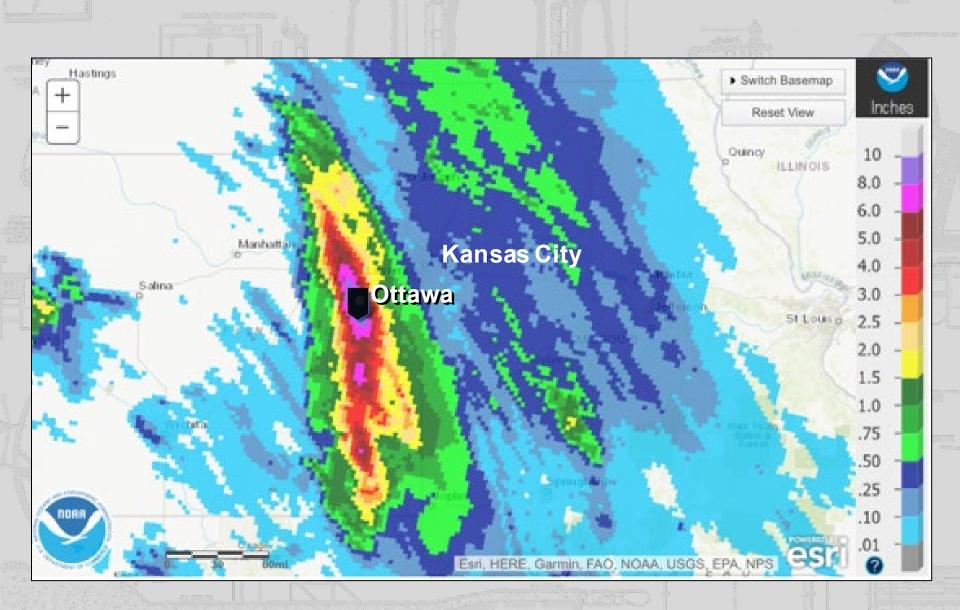


Near Scenic Drive

Storm total 8.9 inches

Seth Child Road







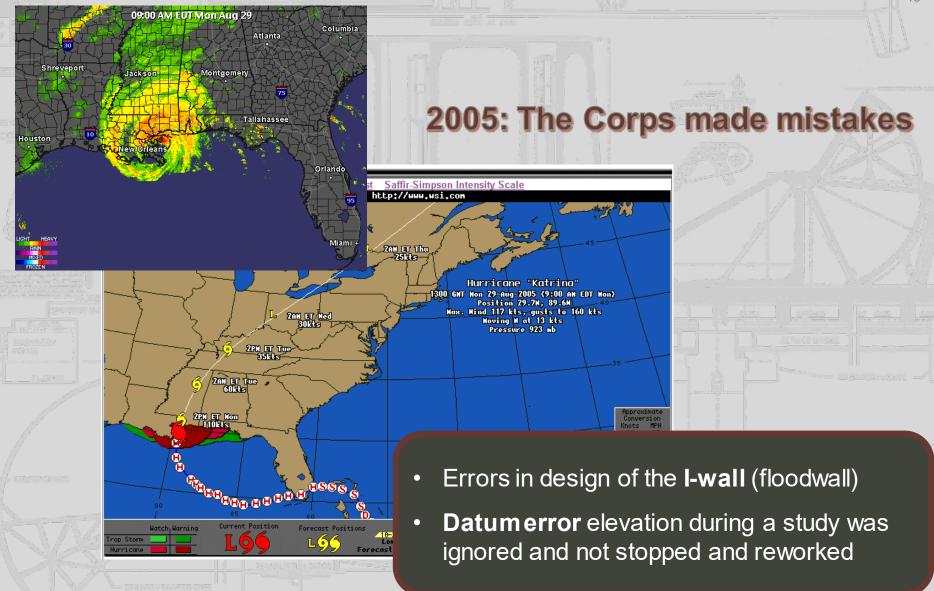
Storm total 8 to 11 inches <12 hours (0.2% ACE)



THE TIPPING POINT FOR FLOOD RISK MANAGEMENT AT THE CORPS OF ENGINEERS

No change until we feel the consequences

THE HISTORY OF RISK MANAGEMENT AT USACE



THE VISION

FLOOD RESIDENCE

MANAGEMENT

"Flood risk management is a shared responsibility."

> MG Riley and Ed Hecker





Implications for U.S. Army Corps of Engineers Policy and Programs, Institute for Water Resources, May 2014.

From Flood Damage Reduction to Flood Risk Management:

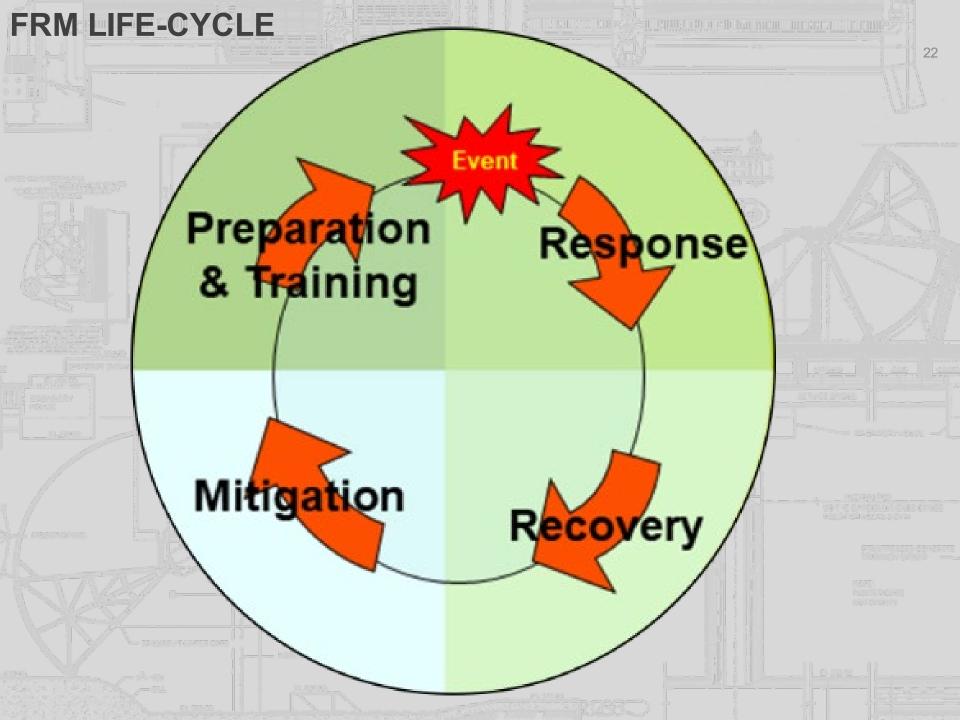
USACE NATIONAL FLOOD RISK MANAGEMENT PROGRAM

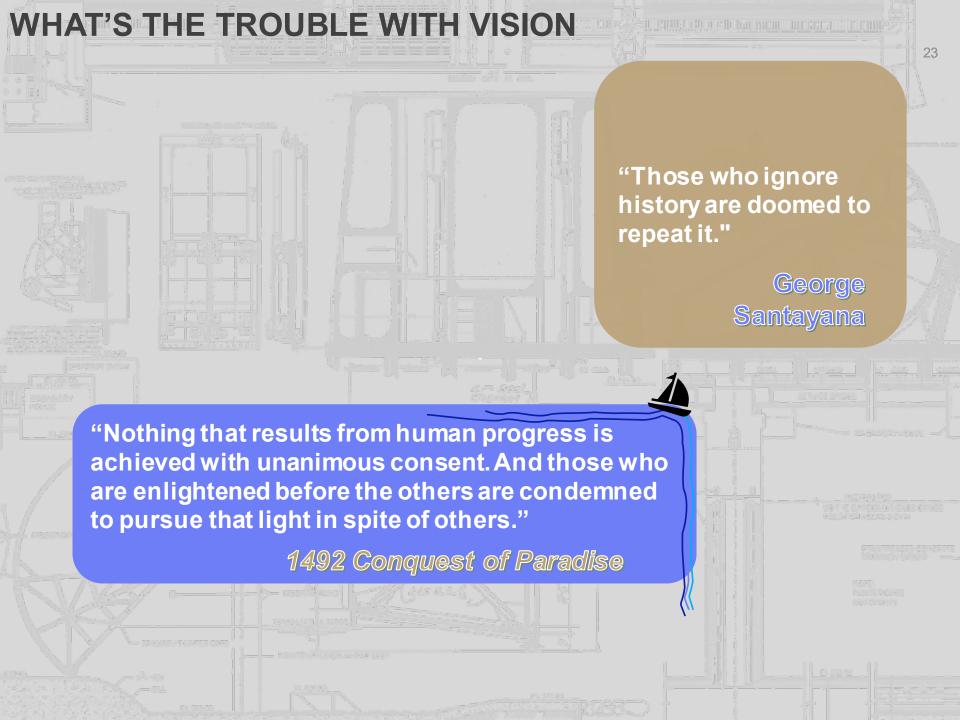
The Golden Rules of Strategic Flood Risk Management

- Accept that absolute protection is not possible and plan for exceedance.
- 2. Promote some flooding as desirable.
- 3. Base decisions on an understanding of risk and uncertainty.
- 4. Recognize that the future will be different from the past.
- 5. Implement a **portfolio** of responses, and do **not** rely on a single measure.

- Utilize limited resources efficiently and fairly to reduce risk.
- 7. Be clear on **responsibilities** for governance and action.
- 8. Communicate risk and uncertainty effectively and widely.
- 9. Reflect local context and integrate with other planning processes.

P. Sayers, Y. Li, G. Galloway, E. Penning-Rowsell, F. Shen, K. Wen, Y. Chen, and T. Le Quesne. 2013. *Flood Risk Management: A Strategic Approach*. Paris, UNESCO.





THE TECHNICAL PARTS OF FLOOD RISK MANAGEMENT

Background you need insight on

FLOOD RISK MANAGEMENT, BASICS

HAZARD

CONSEQUENCE







"Flood risk management is a shared responsibility."

Major General Riley and Ed Hecker



FLOOD RISK MANAGEMENT, MEASURES

HAZARD

- Reservoir Operations
- Channel Conveyance Modifications
- Bridge Enlargement
- ClearingSnagging &Debris
- Interior Drainage Features

CONSEQUENCE

- Elevating Structures
- Relocation
- Buyout/Aquisition
- Flood Proofing
- Flood Warning System
- Flood Insurance

- Emergency Preparedness Plans
- Land Use Regulation
- Evacuation Plans/Drills
- Zoning
- Communication for Awareness





BUILD STRONG



This is a levee

HAZARDS

- Reservoir Operations
- Channel Conveyance Modifications
- Bridge Enlargement
- ClearingSnagging &Debris
- Interior Drainage Features

PERFORMANCE

- Improve O&M
- Monitor Levee Performance
- Erosion Protection
- Overtopping Resilience

CONSEQUENCE

- **Elevating Structures**
- Relocation
- Buyout/Aquisition
- Flood Proofing
- Flood Warning System
- Flood Insurance

- Emergency Preparedness Plans
- Land Use Regulation
- Evacuation Plans/Drills
- Zoning
- Communication for Awareness

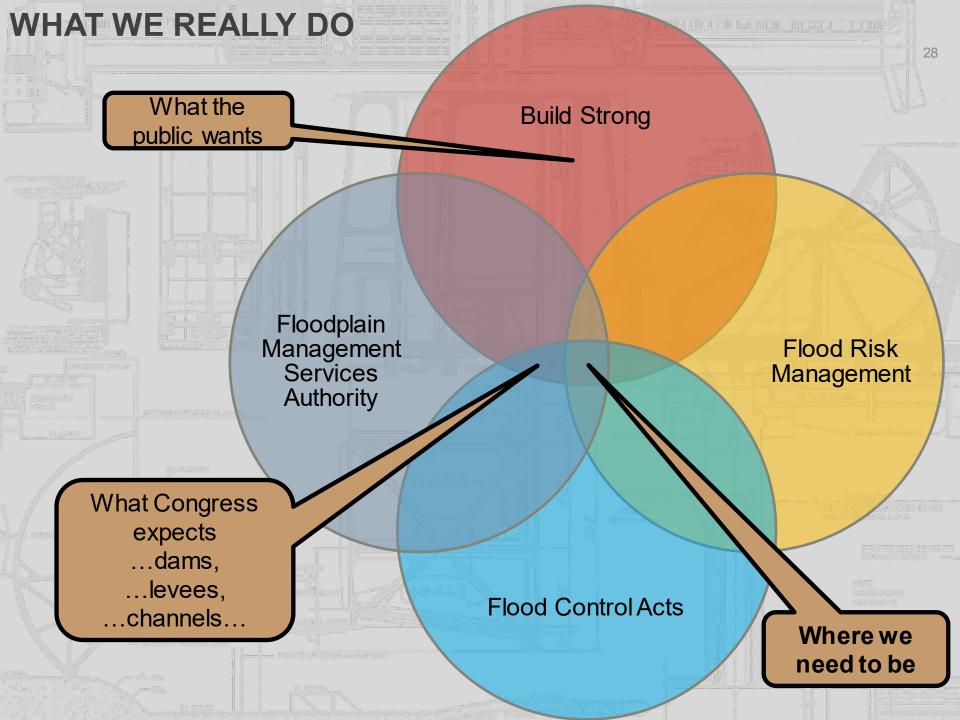


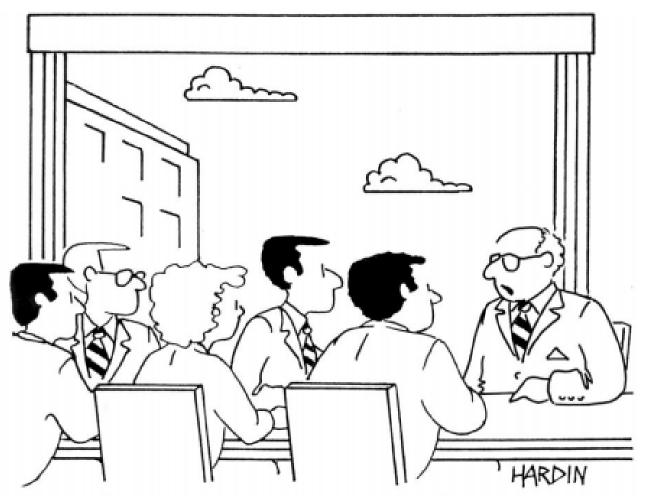
The Sponsor's Guide To the USACE Levee Safety Program

(EP 1105-1-1, June 2018)









"We've considered every potential risk except the risks of avoiding all risks."

THE MEASURES - HOW YOU GET THERE

The Full Menu of FRM Measures offers solutions.

FLOODWATERS

Physical or structural measures include constructible features such as

- Detention Basins
- Dams
- Floodwalls
- Levees and Berms
- Channel
 - Straightening
 - Widening
 - Deepening
 - Diversions
- Bridge Enlargements
- Conveyance Modifications

And these activities

- Clearing and Snagging Debris
- Pumping
- Land Treatment And Infiltration

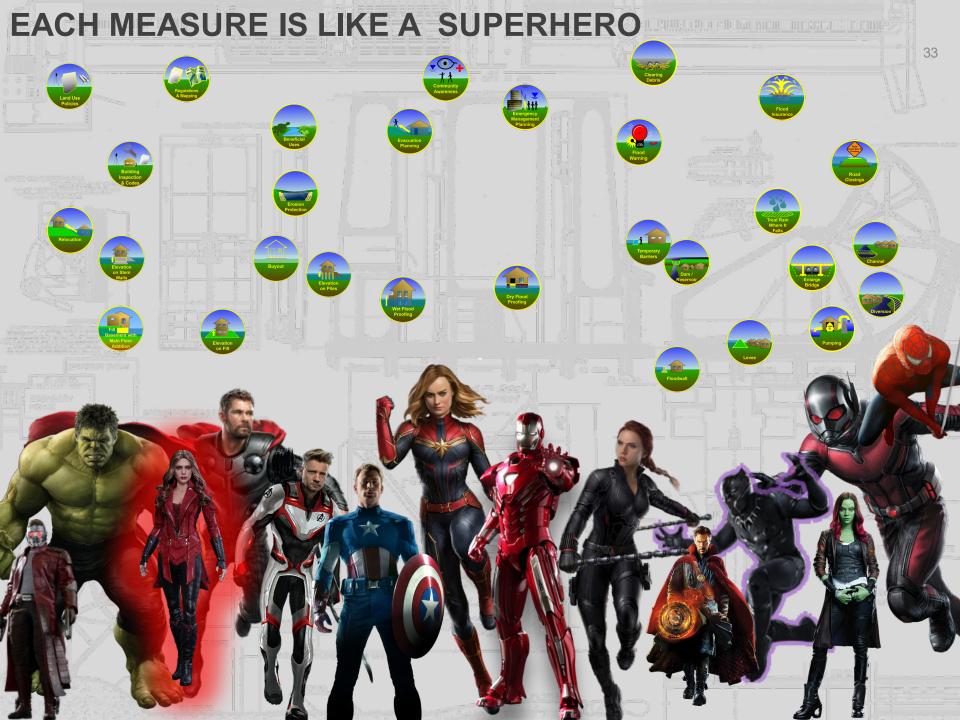
FLOODPLAINS

Nonstructural flood proofing measures include

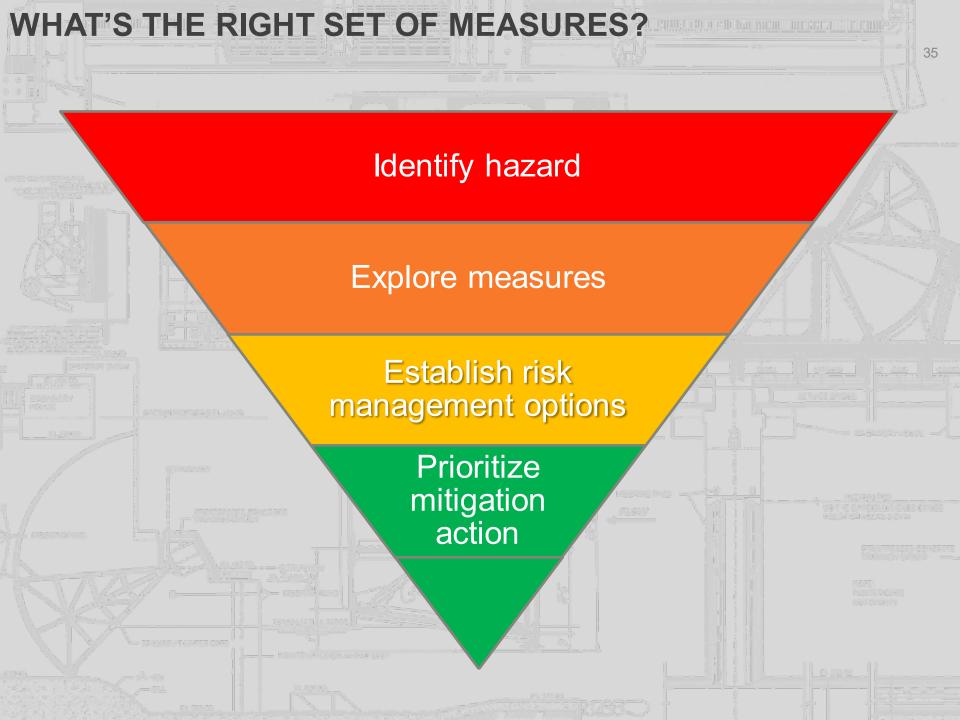
- Elevation
- Relocation
- Buyout / Acquisition
- Dry Flood Proofing
- Wet Flood Proofing

Nonphysical nonstructural measures include:

- Flood Warning Systems
- Flood Insurance
- Floodplain Mapping
- Flood Emergency
 Preparedness Plans
- · Land Use Regulation
- Zoning
- Evacuation Plans
- Risk Communication

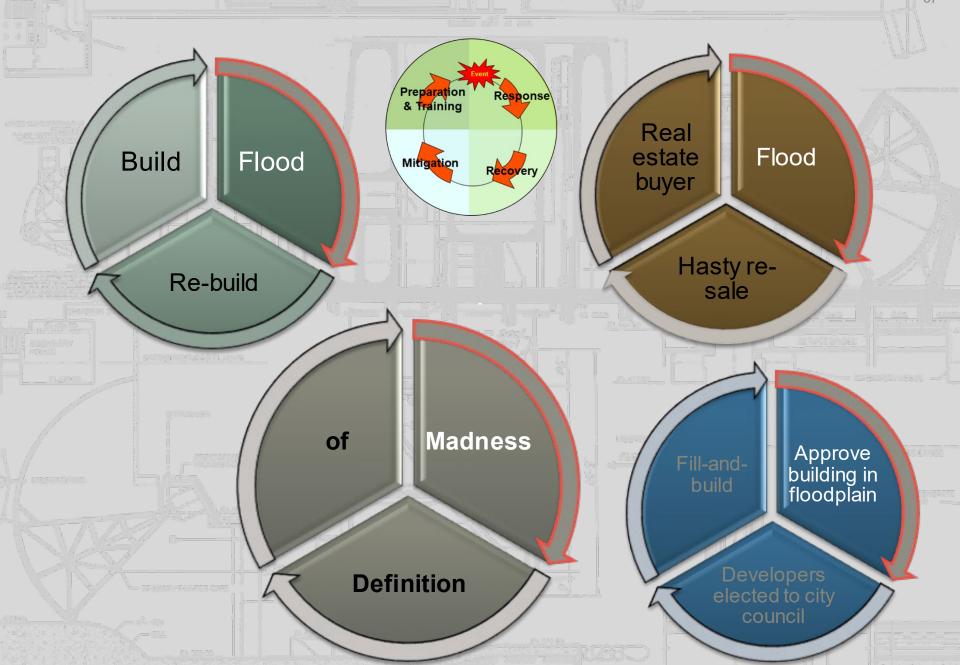








DAMAGING CYCLES



FLOOD

AMNESIA

P

Bias for structures structures

preserve the best interests of

the organization

Droblem Vot my

PROFIT PEOPLE

EXECUTE

the federal funding

passing the buck

schedule risk

Features Activities

bring in funding to keep my staff paid

orphaned initiatives

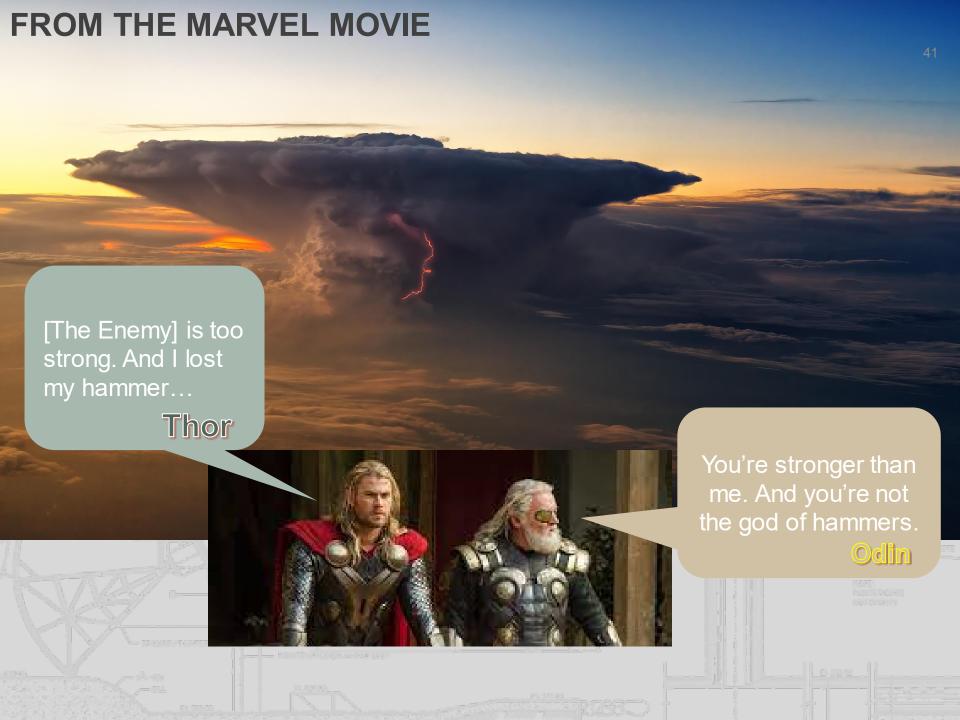
THE CORPS' TUNNEL VISION

The individual versus the organization

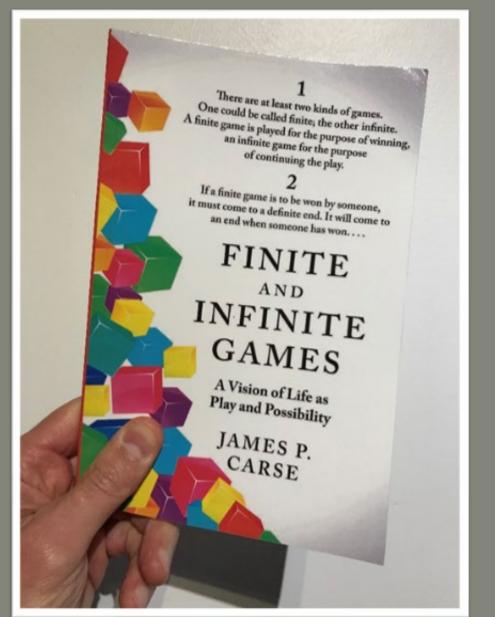
SMOVE DIRTIN

HAMMERS AND NAILS









The Infinite of Flood Management

CHANGING THE CULTURE

Finite

- Focus on floodfights
- Rely on a dam or levee to protect
- Real estate profits
- Any land for development to have more tax base
- Single focus on one agency pursuing solutions



The definition of a "Project"

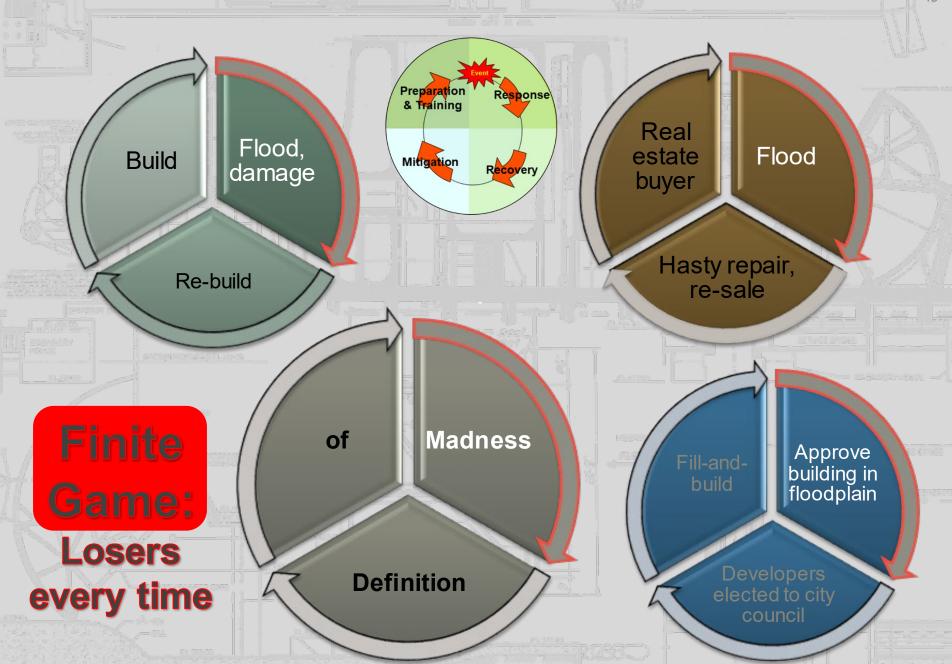
- 1) "There are at least two kinds of games. One could be called finite; the other infinite. A finite game is played for the purpose of winning."
- 2) "If a finite game is to be won by someone it must come to a definite end. It will come to an end when someone has won."

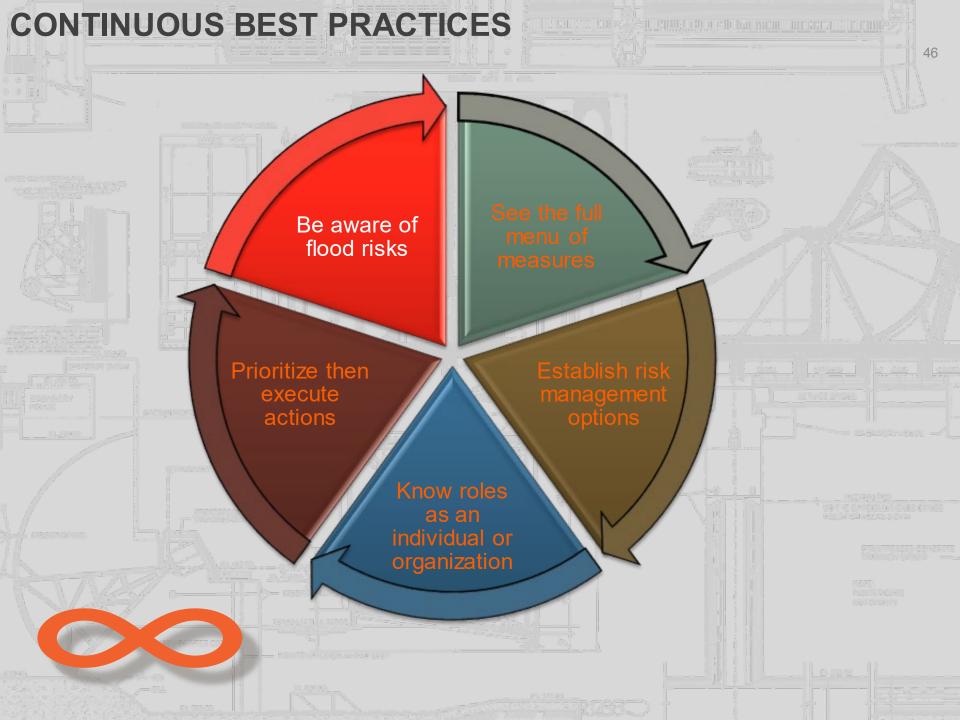
Infinite

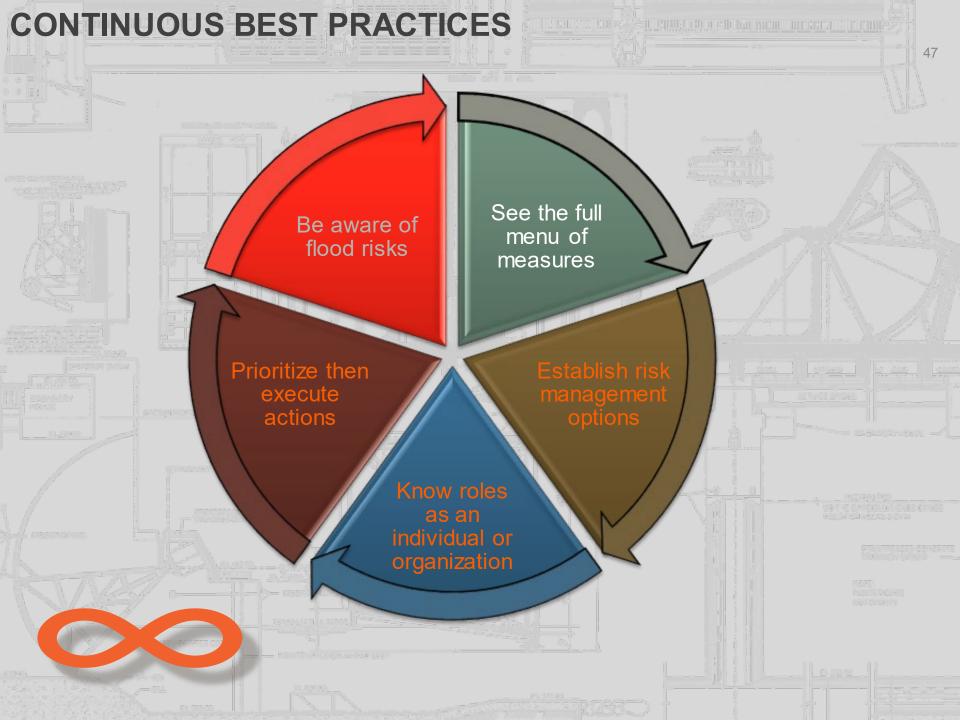
- Mitigate flood risks before disasters
- See the importance of a diverse portfolio of measures
- Recognize partnering
 - Federal and state agencies (the patchwork quilt is about the interagency approach) that uses of funding programs
 - Public-private
 - Property owners and individual efforts

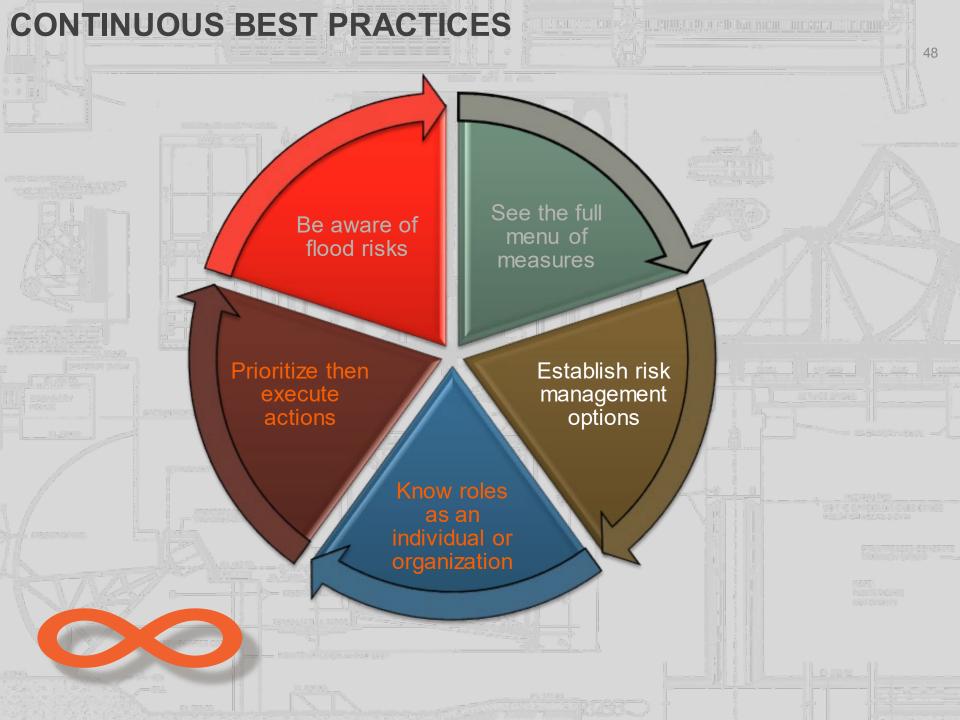
Use a programmatic approach and sustain the efforts

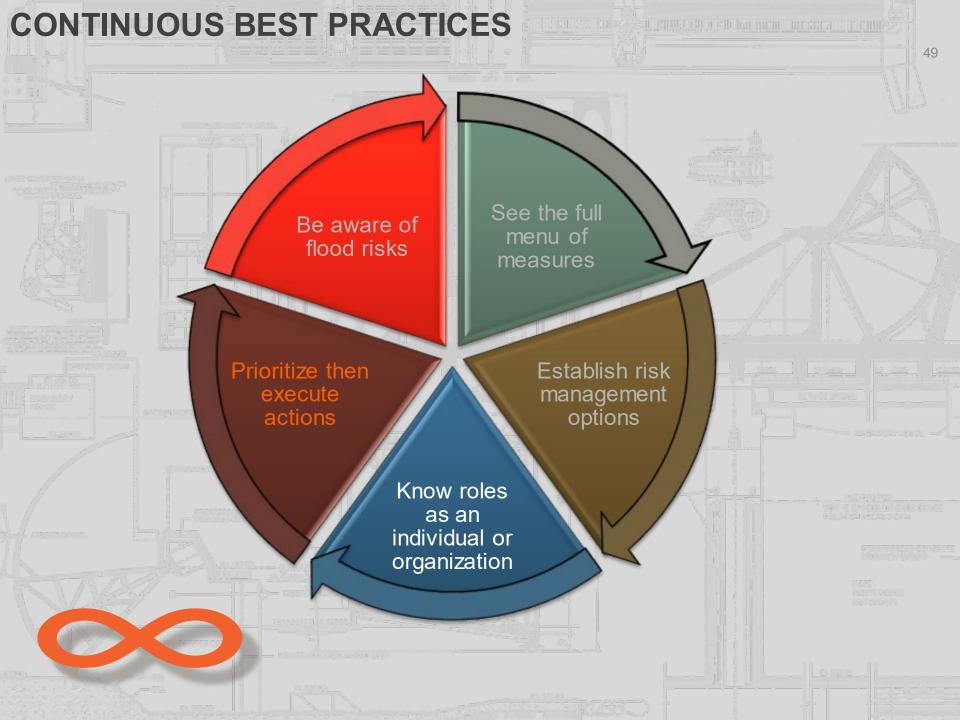
"...an infinite game for the purpose of continuing the play."

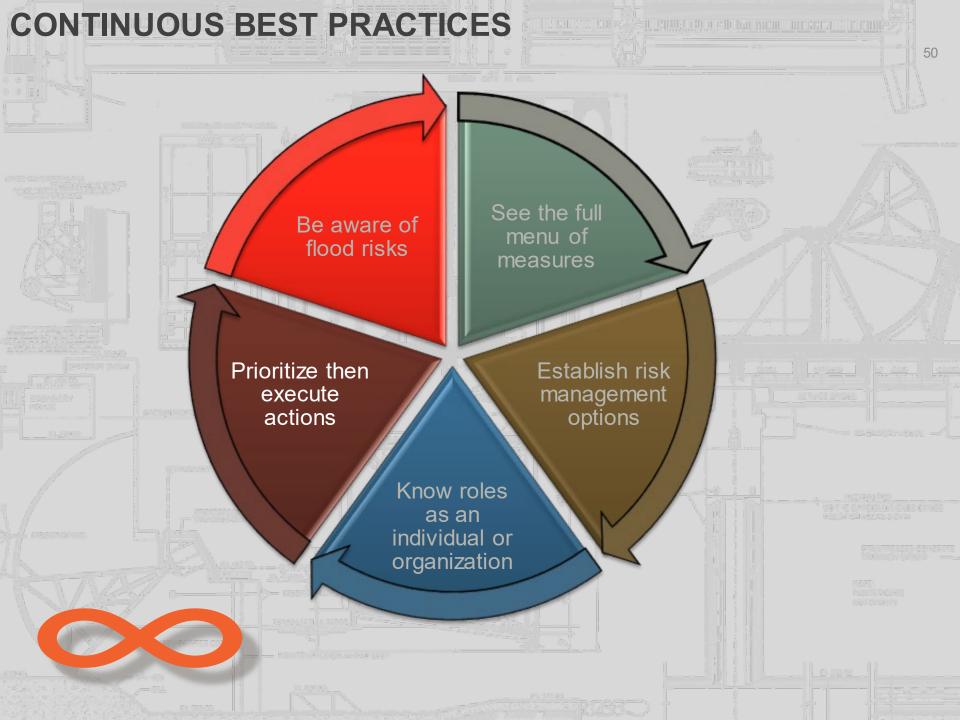












WHAT ELSE CAN WE DO TO REDUCE FLOOD RISKS?

The measures alone are not enough



HELP COMMUNITIES THRIVE

Outreach

Natural Storage

Building Elevation, Flood Proofing



Channels, Levee

Development Plan

Emergency Preparedness Plans

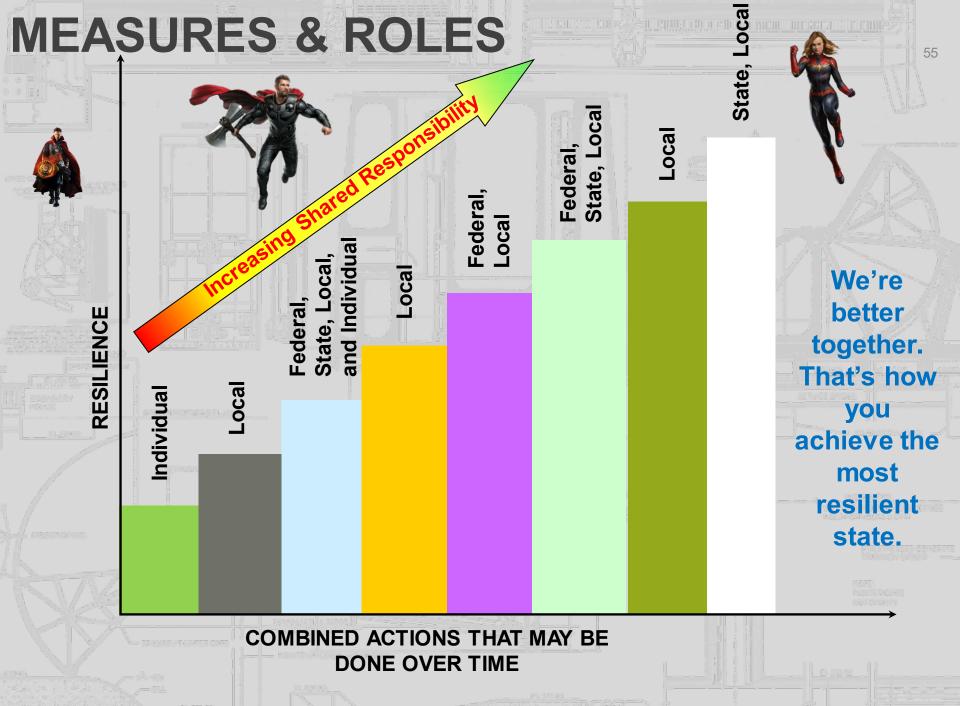
Land Regulation and Building Codes

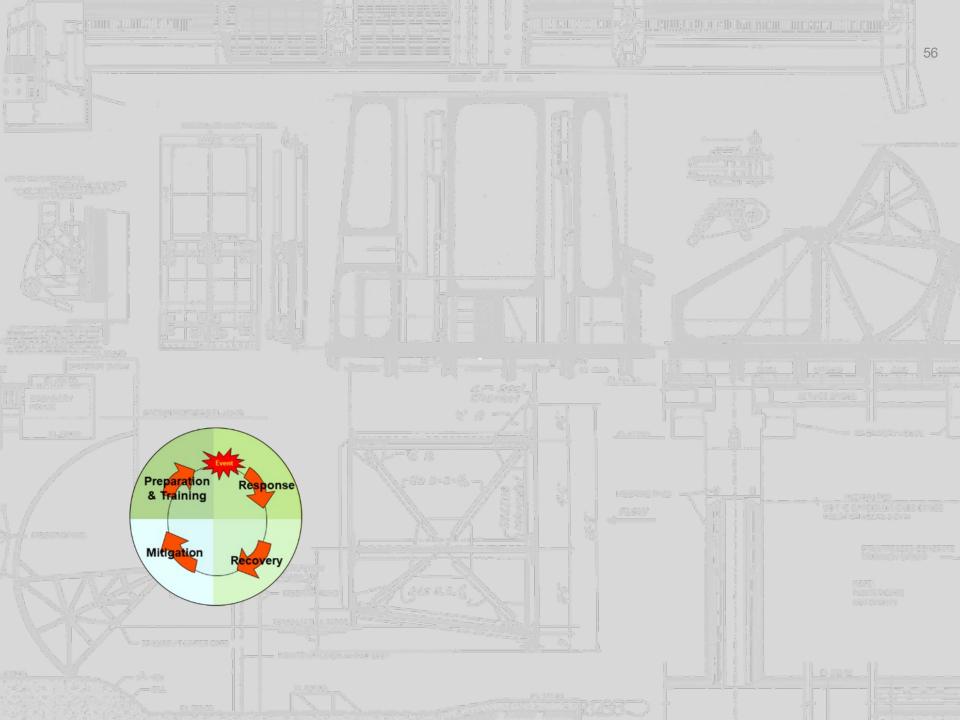
Flood Insurance

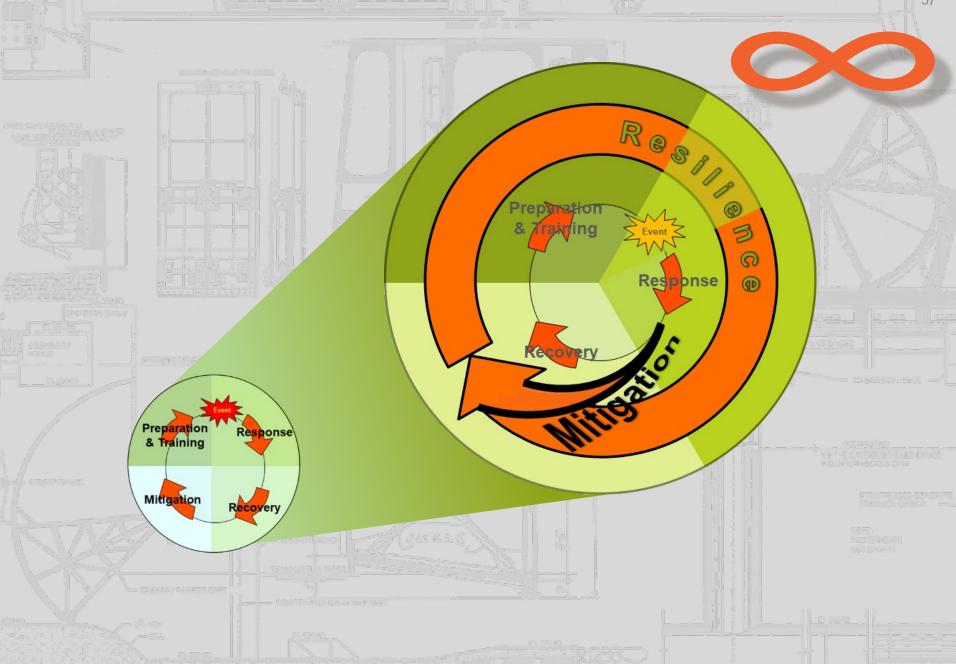


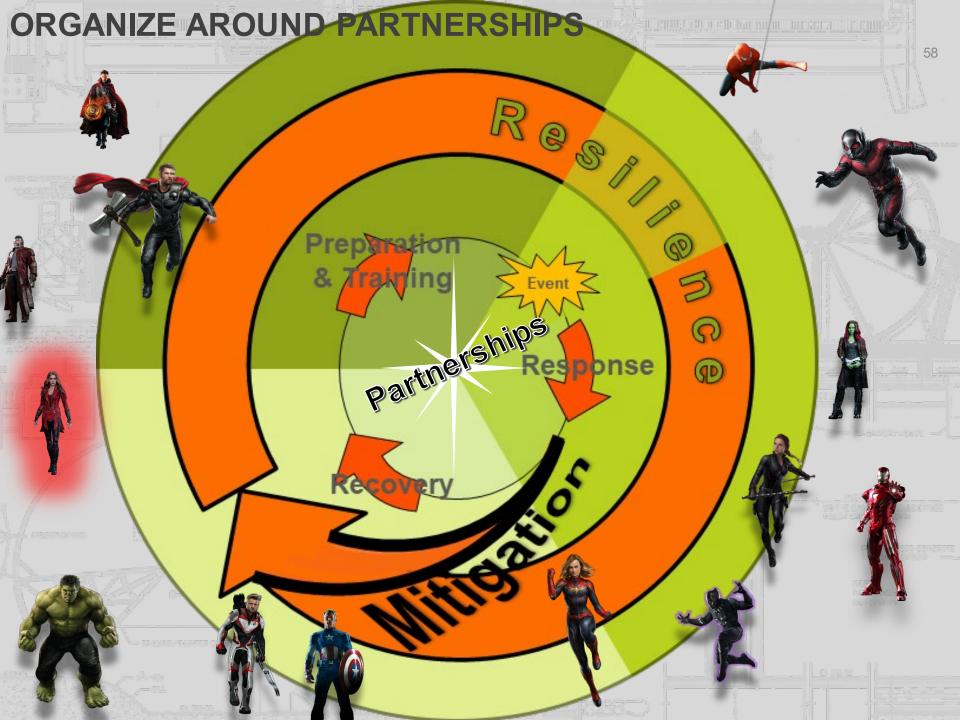
To achieve the highest level of resilience requires collaboration

COMBINED ACTIONS THAT MAY BE **DONE OVER TIME**

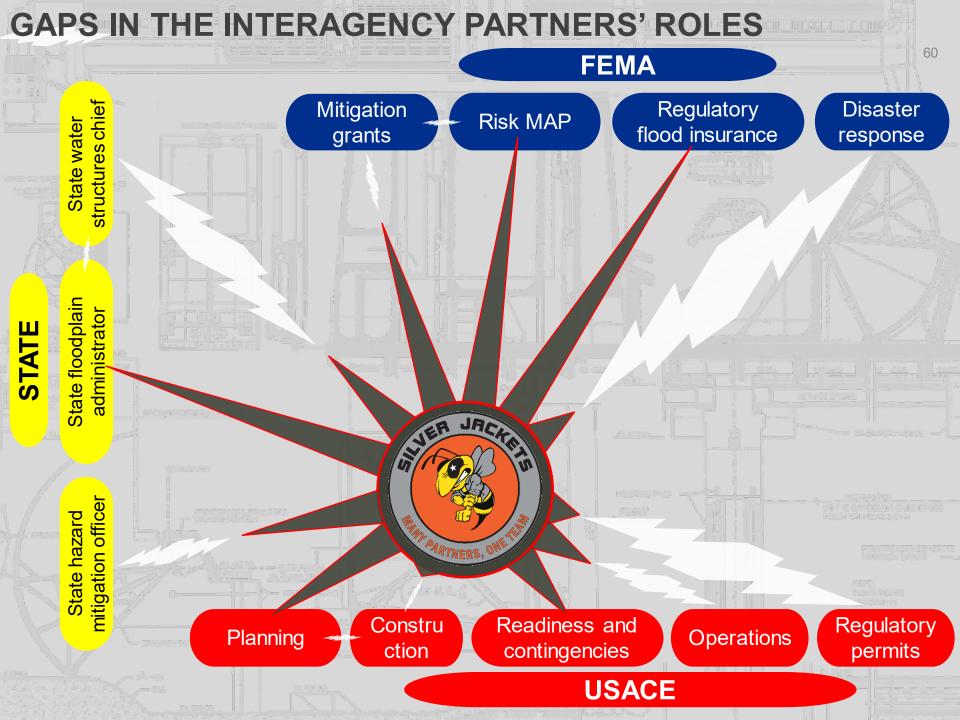






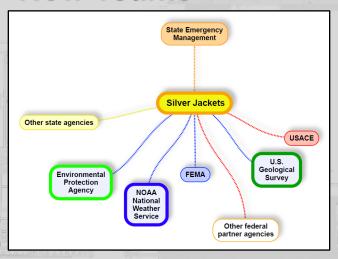




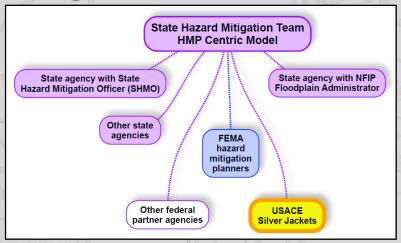


TEAM SETUP FOR SILVER JACKETS

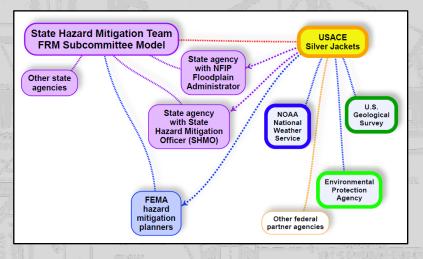
New Teams



Teams tied to Hazard Mitigation Plan



Teams Added as Subcommittee

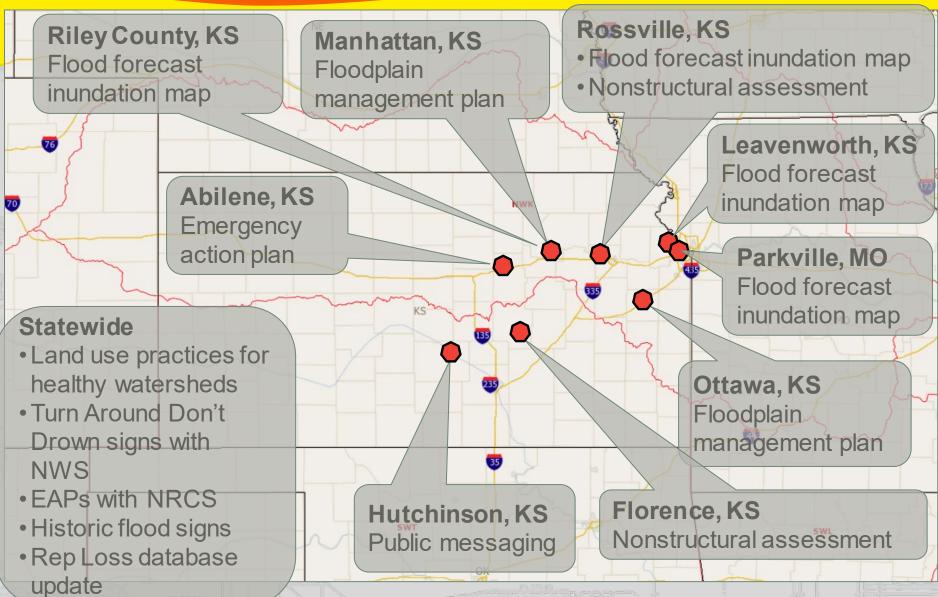


USACE staff receives funding

- Team management, \$50k / state
- Annual calls for proposals, \$20k to \$150k

SILVER JACKETS

in Kansas



THE REVIEWS ARE VERY POSITIVE



- Most the states of teams
- Over 300

 interagency projects
 have been done

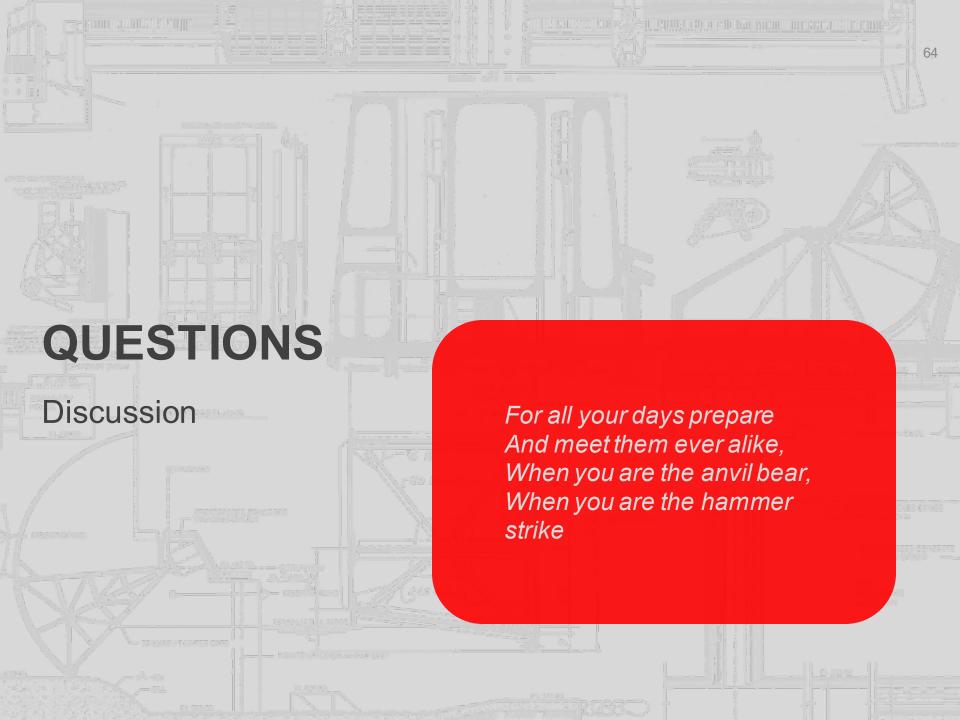
States are happy

		- 0 3
Year	Missouri Budgets	Kansas Budgets
2011		\$134,360
2012	\$83,000	\$45,000
2013	\$115,000	\$70,000
2014	\$60,000	
2015	\$283,920	\$200,000
2016	\$290,000	\$100,000
2017	\$191,739	\$281,739
2018	\$690,000	\$215,000
2019	\$270,000	\$235,000
2020	\$448,500	\$220,000
2021	\$150,000	\$265,000
TOTALS	\$2,582,159	\$1,766,099

Ast. Sec. for Army, Civil Works is happy

Congress is happy





FIND OUT MORE

- USACE National Flood Risk Management Program Initial Guidance,
 Memorandum for Commanders, Major Subordinate Commands, October 5, 2009.
- From Flood Damage Reduction to Flood Risk Management: Implications for U.S. Army Corps of Engineers Policy and Programs, 2014-R-02, Institute for Water Resources, May 2014.
- Updated Guidance for the U.S. Army Corps of Engineers National Flood Risk Management Program, Director's Policy Memorandum Civil Works Programs, DPM CW 2018-04, April 2018.
- USACE Flood Risk Management Program

https://www.iwr.usace.army.mil/Missions/Flood-Risk-Management/Flood-Risk-Management-Program/

USACE Silver Jackets Program

https://silverjackets.nfrmp.us/

- A Unified National Program for Floodplain Management, Federal Interagency Floodplain Management Task Force, 1994.
- P. Sayers, Y. Li, G. Galloway, E. Penning-Rowsell, F. Shen, K. Wen, Y. Chen, and T. Le Quesne. 2013. *Flood Risk Management: A Strategic Approach*. Paris, UNESCO.

brian.t.rast@usace.army.mil 816-389-3337



TOOLS

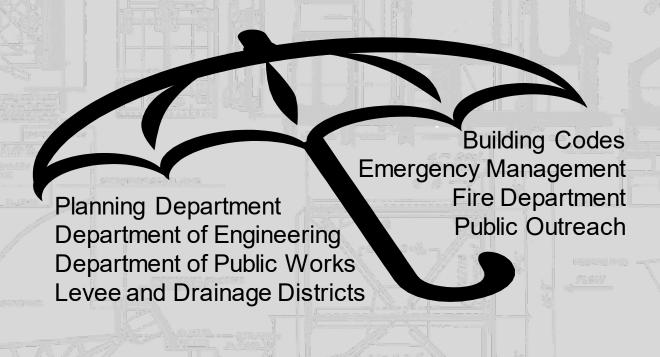
- Flood awareness tools, like flood warning and inundation maps
- Meetings (public or internal)
 - Coordinating dates
 - Facilitating
- Floodplain management plans with
 - Evaluation on all measures
 - RACI matrix
 - Prioritized actions for mitigating flood hazards
- Project management plans
 - Clear scopes
 - Schedule of collaborative work
 - Team members contacts and a clear description of their KSAs contributing

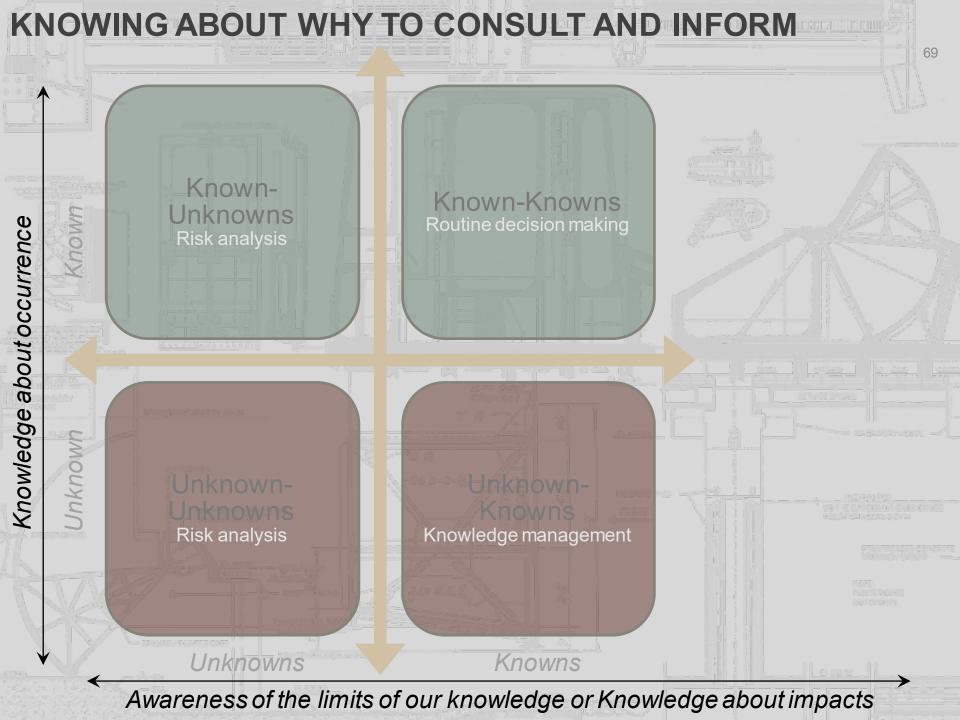


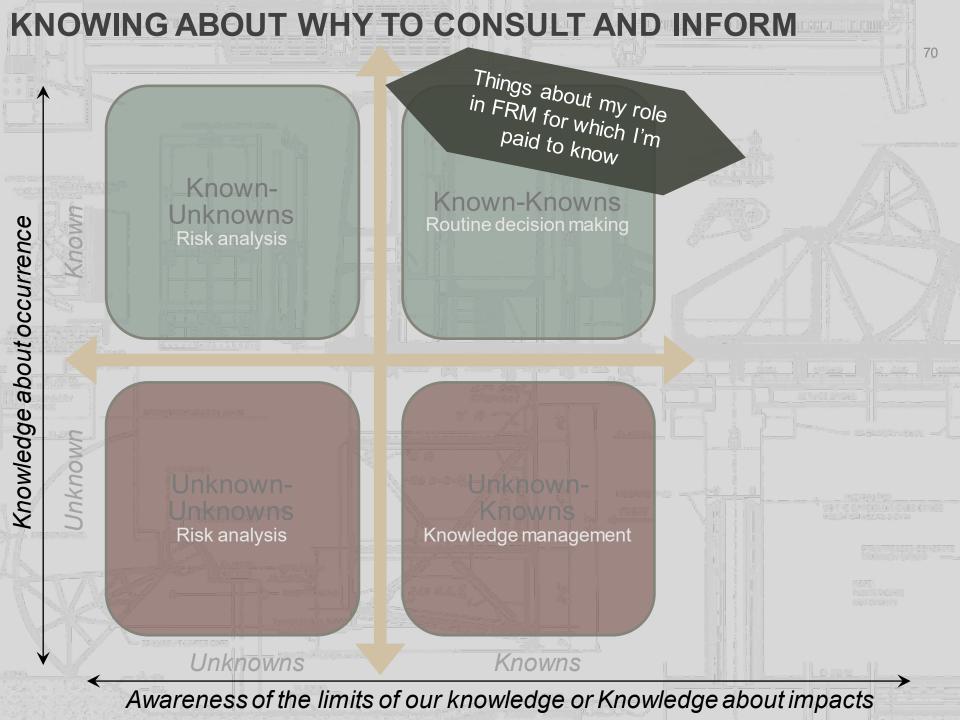
AGENCIES AND COMMUNITIES AND TRIBES NEED THIS FLOOD RISK MANAGEMENT UMBRELLA

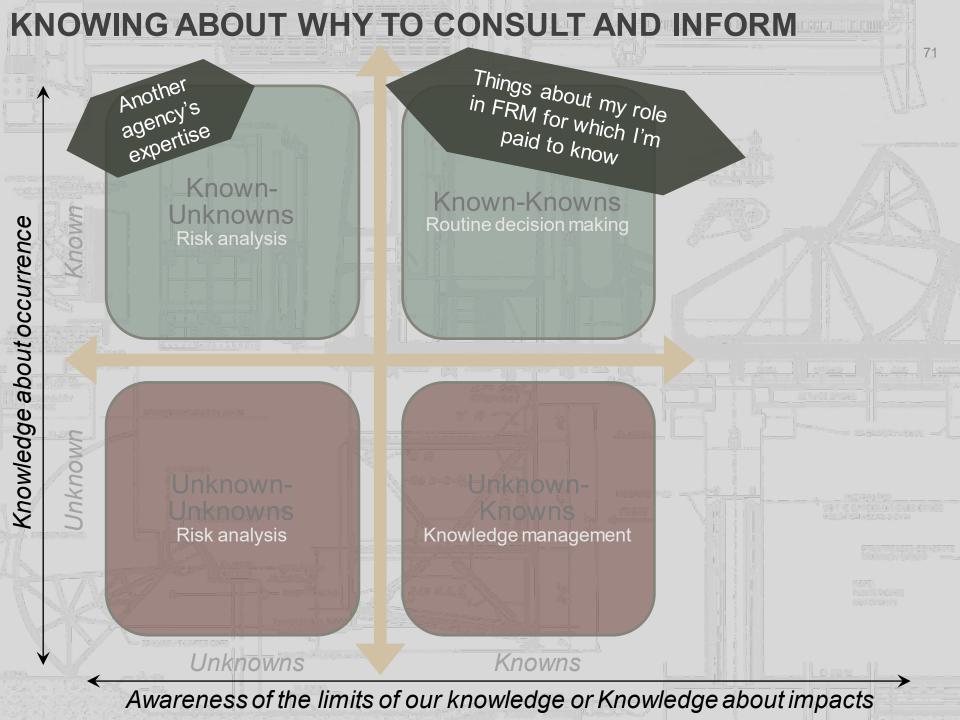
The levee sponsor, communities, counties and tribes also need a umbrella program

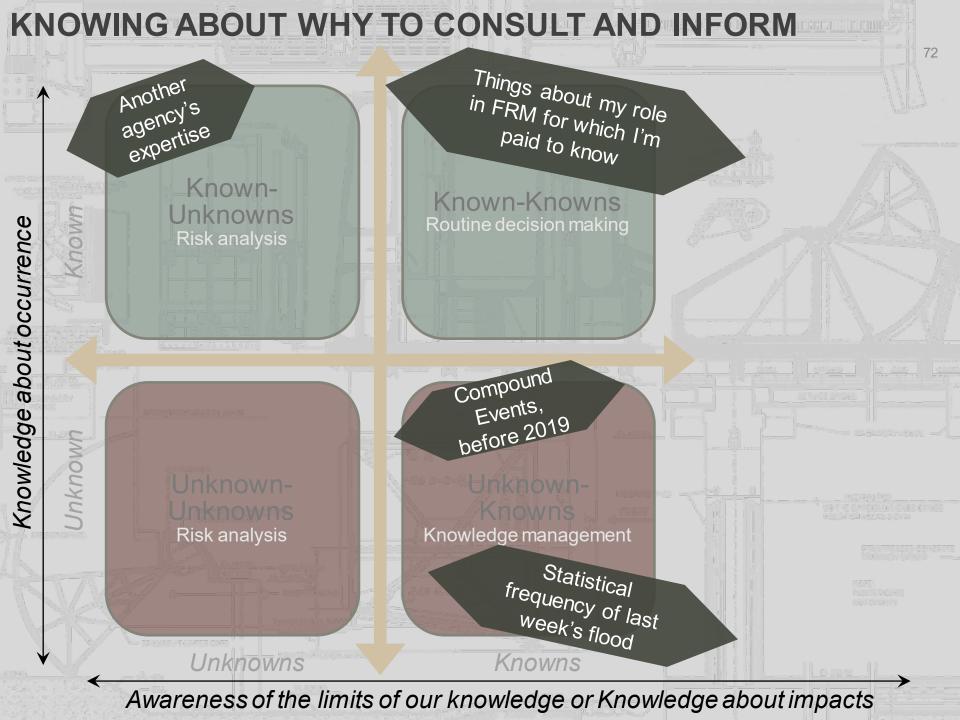
for all community's programs related to the hazards of flooding.











Awareness of the limits of our knowledge or Knowledge about impacts

Knowns

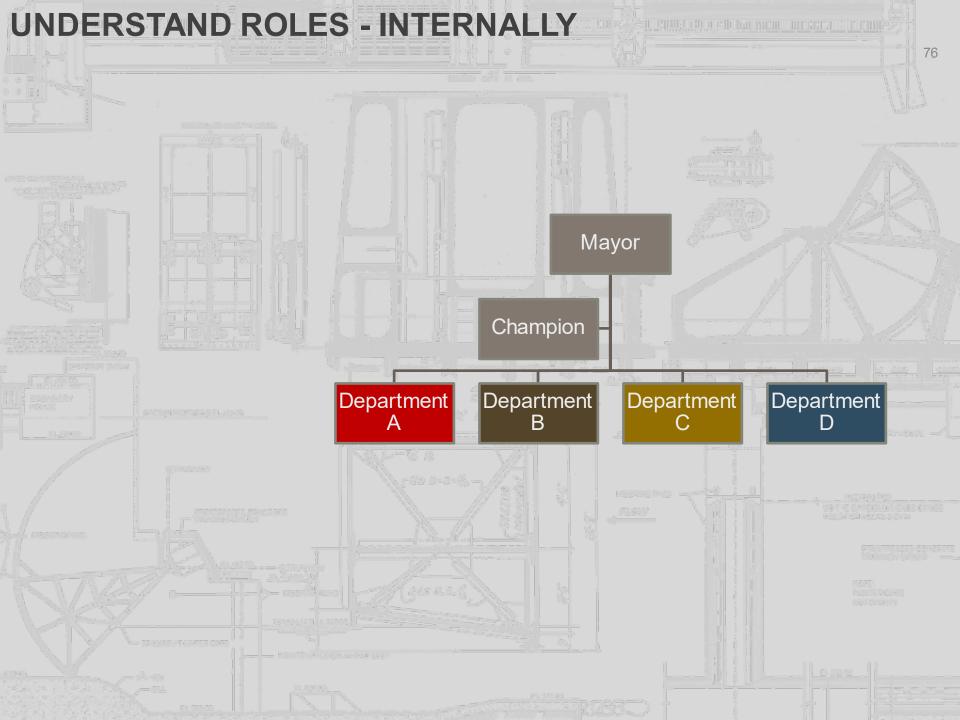
Unknowns

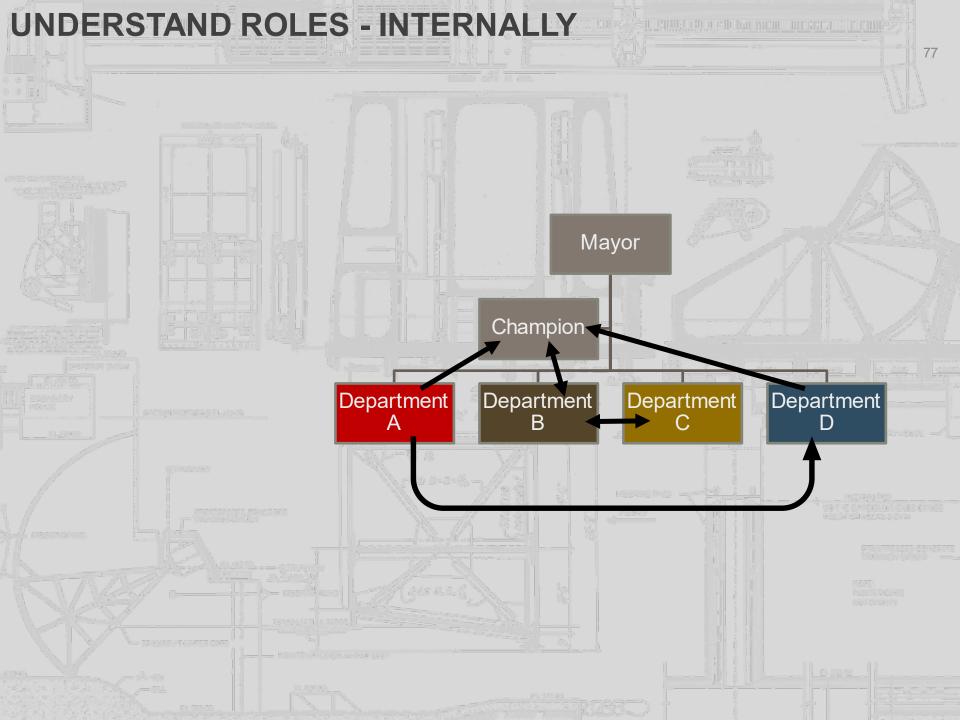
Awareness of the limits of our knowledge or Knowledge about impacts

Knowns

Unknowns

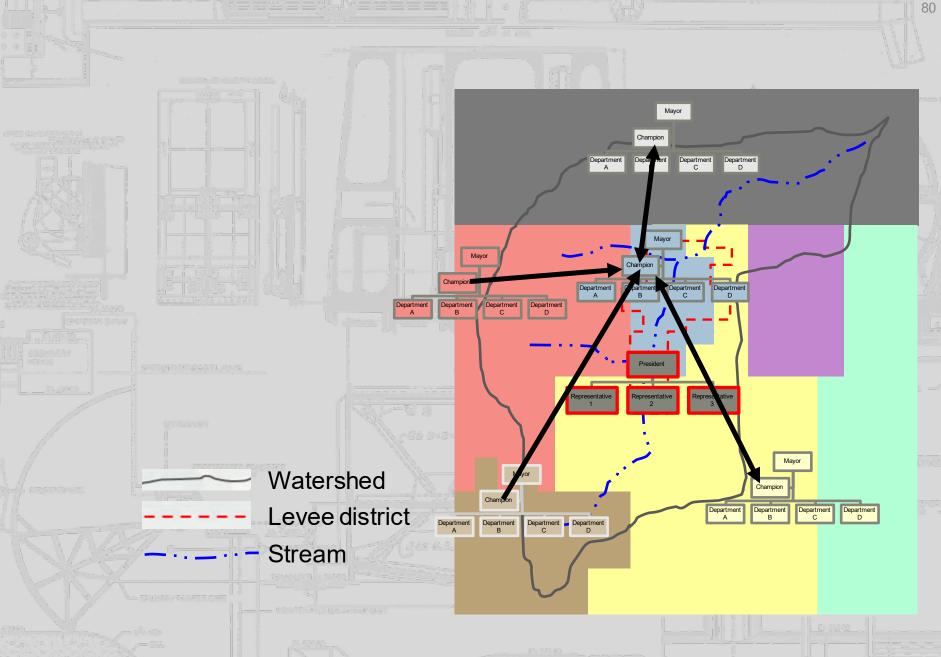
Awareness of the limits of our knowledge or Knowledge about impacts





COORDINATING - EXTERNALLY 79 Department Department Department Champion Department Department Department Department Watershed Mayor Champion Department Department Department Department Department Department Stream

COORDINATING - EXTERNALLY



THE ROLES AND RESPONSIBILITIES TABLE OR "RACI MATRIX"

Activities. This tool shows activities on the left column.

General Definitions. The heart of the matrix is the field containing letters.

R=Responsible, the one seeking to drive down the risk (only one R in the matrix)

A=Accountable, the one accountable for their entity's program (only one A in the matrix)

C=Consult, those that are subject matter experts (multiple C's can be in the matrix)

I=Inform, those interested in flood hazard mitigation (multiple I's can be in the matrix)

Columns.

The entities that have a stake, or that have the ability to enhance flood risk management, are in the columns that follow to the activities right.

ROLES AND RESPONSIBILITIES COMMUNITY

						libi o la					3.0	
	Roles within the Community											
Responsibility Assignment Matrix, RACI Chart (R=Responsible, A=Accountable, C=Consult, I=Inform)	Mayor / Local Official / Elected Official	Œty Council			Planning	Zoning	Codes and or Building Inspection	Emergency Management	Emergency Response	Administrative Office	Water / Wastewater Treatment Plant	Public Affairs
<u>Activity</u> Role:	Community	Community	Community	Community	Community	Community	Community	Community	Community	Community	Community	Community
Process1												
Channel debris removal	А		С	R	С	1	1	С	1	1	1	1
Hazard mitigation grants	A	С	R	С	С	I	С	С	С	l I	С	I
Flooding road closures	Α	_	С	С	С	1	1	Α	R	l I	1	С
Flooding road closures detours	Α	1	С	R	С	1	l l	С	С	С	1	С
Flood response rescue	Α	1	С	С	1	1	1	Α	R	R I		1
Flood map revision (NFIP)	Α	С	R	С	С	1	1	С	С	С	1	С
Floodplain ordinance	A	С	R	С	С	С	С	С	С	С	С	I
Funding for staff doing CRS	Α	С	R	С	С	С	С	С	С	С	С	С

Role Definitions

Responsible
Accountable
Consult
Inform

ROLES AND RESPONSIBILITIES EXAMPLE WITH A LEVEE DISTRICT

Responsibility Assignment Matrix, RACI Chart (R=Responsible, A=Accountable, C=Consult, I=Inform)	Levee Sponsor	Emergency Management, Levee Safety Program	NFIP Floodplain Administrator/Manager	Public Works and or Engineering	Planning	Zoning	Codes and or Building Inspection	Emergency Management	Emergency Response	Administrative Office	Water / Wastewater Treatment Plant
<u>Activity</u> Role:	Levee District	USACE	Community	Community	Community	Community	Community	Community	Community	Community	Community
Levee O&M											
Mow grass	R	С	1	1	1	1	1	_	_	Α	1
Prevent animal burrows	R	С	1	ı	1	1	1	-	1	Α	T I
Levee Flood Recovery											
Request assistance (PL 84-99)	R	С	1	1	1	1	1	1	1	A	1
Provide real estate access	R	С	1	1	1	1	l l	1	1	Α	1
Levee Risk Management											
Raise awareness on flood risk	R	С	1	С	С	T I	T I	С	С	Α	С
Develop emergency action plan	С	С	С	С	R	1	1	С	С	А	С
Document evacuation routes	С	С	С	С	С	1	1	R	С	A	С
Create a flood warning system	С	С	С	С	С	I I	I I	С	R	A	С
Raise the levee height	R	С	Α	С	С	С	С	1	1	A	С

Role Definitions

Responsible
Accountable
Consult
Inform

R

A

THE ROLES AND RESPONSIBILITIES TABLE OR "RACI MATRIX"

	Mayor	City Flood Administrator	Levee Sponsor	Corps of Engineers
Maintain grass on levee				
Develop evacuation plan				
Issue evacuation order				

General Definitions. The heart of the matrix is the field containing letters.

- R=Responsible, the one seeking to drive down the risk (only one R in the matrix)
- A=Accountable, the one accountable for their entity's program (only one A in the matrix)
- C=Consult, those that are subject matter experts (multiple C's can be in the matrix)
- I = Inform, those interested in flood hazard mitigation (multiple I's can be in the matrix)

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ROLES AND RESPONSIBILITIES

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	[Scenario: This is the example when community is not the levee sponsor.] Example Activities	Partners in Flood Risk Management	Community Floodplain Administer	Community Emergency Management	Community elected official	Levee District staff	Levee District director	Sheriff	State	FEMA	USACE	Public, property owner in leveed area	
1	PREPARATION AND TRAINING												
2	Maintain grass on the levee		С	С	Т	R	Α	1	Т	1	T	T	
3	Setup a floodplain ordinance for NFIP		R	R	Α	1	1	1	С	С	1	С	-
4	Create an emergency action plan, identify action thresholds, establish evacuation routes		С	R	Α	С	С	С	С	С	С	1	1
5	Get flood insurance under the NFIP		1	1	-1	1	1	1	-1	1	1	R, A	
6	Understand risk drivers for the levee to inform emergency action plan and floodfighting		С	С	С	R	Α	С	С	С	С	1	
7	Create (in emergency action plan) risk communication and public messages by evacuation zones		С	R	Α	R	С	С	С	С	С	1	1
8	RESPONSE												
9	Execute emergency action plan		С	R	-1	R	С	Α	С	С	С	1	
10	Levee owner communicates incidents to community staff		С	С	С	R	Α	С	С	С	С	1	1
11	Community conveys emergency messages to public		С	R	Α	С	С	С	С	С	С	1	c a
12	Give evacuation orders		С	С	С	С	С	R, A	С	С	С	1	Ь
13	Coordinate floodfighting		R	R	Α	С	С	С	С	С	С	1	
14	Do floodfighting, activate closure structures		С	С	С	R	Α	С	-1	-1	С	1	
15	RECOVERY												
16	Get recovery assistance per PL 84-99, pursuing federal funding		С	С	С	R	Α	1	-1	1	R	1	
17	Work on disaster loans, assisting applicants		С	С	1	1	1	-1	С	Α	1	R	-4
18	Provide rights-of-entry to USACE for PL 84-99 construction repairs		С	С	С	R	Α	-1	1	1	1	R	
19	Repay disaster loans individual property owners (with interest)		1	-1	-1	-1	-1	-1	С	С	-1	R, A	
20	MITIGATION												
21	Apply and pay for flood insurance		С	С	1	1	1	1	С	С	1	R, A	
22	Assist in maintaining up to date phone calling tree in emergency action plan		С	R	-1	R	Α	С	С	С	С	1	
23	Buyout flood prone structures, applying for FEMA grants		R	R	С	С	С	-1	С	Α	-1	С	
24	Fix recurring incidents at levee (nuissances, erosion, etc)		С	С	С	R	Α	1	1	-1	С	1	
25	Develop understanding of measures, especially nonstructural measures		R	R	Α	1	1	1	С	С	С	1	
26	Understand opportunities to reduce and manage flood risk on your property		R	С	-1	С	С	-1	С	С	С	R, A	L
27	Elevate building structures, apply for federal funding in USACE CAP or GI Prg.		С	R	С	С	С	-1	С	С	Α	1	

THE ROLES AND RESPONSIBILITIES TABLE OR "RACI MATRIX"

				- 12
	Role1 at agency1	Role 2 at agency1	Role3 at agency2	Role4 at agency3
Activity1 description				
Activity2 description				
Activity3 description				



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UN-USED SLIDES

FOR REFERENCE





WE MUST LEARN HOW TO CREATE AND SUSTAIN A PLAYBOOK FOR RESILIENCE



sustain

Effective risk management demands a programmatic plan

THE ROLE OF SCIENCE AND SCIENCE VERSUS ROLES

ROLES

- Developers serving on city councils
- Emergency managers advising a mayor whether to issue evacuation orders
- Floodplain managers pushing a flood ordinance into adoption and enforcing codes on property owners
- Governors deciding on a mask mandate for COVID

NATURAL EVENTS and SCIENCE-BASED KNOWLEDGE

- The 100-year flood (1% annual chance of exceedance), or regulatory / national flood hazard
- The 500-year flood (0.2% ACE)
- Flood inundation map extents

Global pandemic



HOW YOU CAN GET HELP

Flood Plain Management Services or FPMS

- Has a quick response element
- Provides USACE technical services

Silver Jackets Interagency Nonstructural

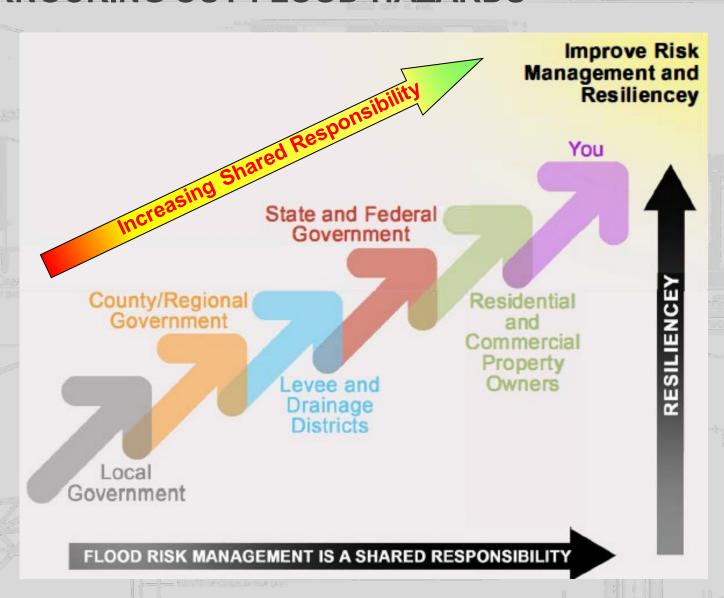
Call for Proposals

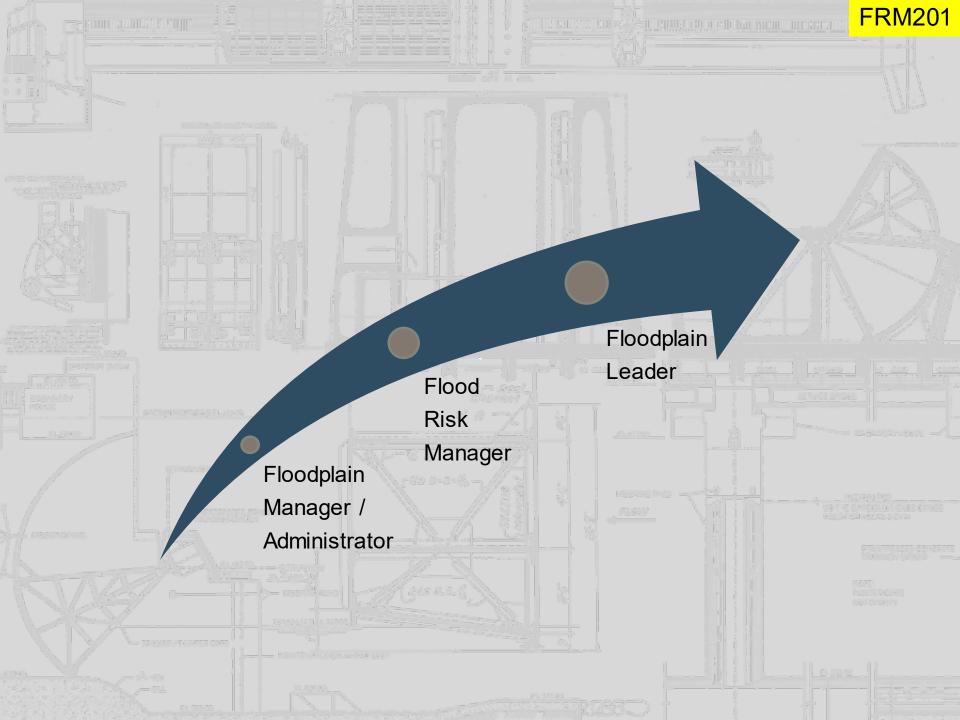
- Due by April
- Must have state acknowledgement to prioritize
- Should show interagency aspects
- Would not help with building any feature

Speak with me today or contact me

brian.t.rast@usace.army.mil 816-389-3337

BETTER TOGETHER ... IN KNOCKING OUT FLOOD HAZARDS





Newly elected local official

Awareness of community's flood risk

Decision to address missing flood resiliency

Interactive problem solving

Local Champion

PERIODIC DIALOGUE ACROSS DEPARTMENTS, ROLES, AND WITH FRM201 ALL THE STAKEHOLDERS WILL RESULT IN SHARED RESPONSIBILITY AND MOVE THE ENTIRE COMMUNITY TOWARD RESILIENCY

Values of ecosystems, recreation, aesthetics...

Raise awareness so local official knows risks

Common goals for hazard mitigation

End the reliance on one measure

Create momentum toward flood resilience

FLOOD

Values of growth and development

Meet with the public

Engage the public in the decisions on measures Enhance hazard mitigation planning

...use this playbook with next elected official

Like the thread in a patch-work quilt, a Floodplain Management Plan weaves it all together.



