

Alaska Five-Year Floodplain Management Work Plan

Purpose:

The purpose of the Community Assistance Program – State Support Services Element (CAP-SSSE) is to provide, through a State grant mechanism, a means to ensure that communities participating in the National Flood Insurance Program (NFIP) are achieving the flood loss reduction goals of the NFIP. CAP-SSSE is intended to accomplish this by funding States to provide technical assistance to NFIP communities and to evaluate community performance in implementing NFIP floodplain management activities with the additional goal of building community floodplain management expertise and capability.

I. State authority to implement floodplain management

The State of Alaska's authority to implement floodplain management may be construed very generally in the Alaska Constitution by the establishment of an agency that advises and assists local governments. The Governor has designated the Department of Commerce, Community and Economic Development as the floodplain management state coordinating agency in accordance with Code of Federal Regulations. Lastly the Governor's Administrative Order for floodplain and erosion management directs the DCCED to coordinate flood and erosion management activities among State agencies. References to each of these authorities are as follows:

Alaska Constitution Article X Local Government

Section 1. Purpose and Construction. The purpose of this article is to provide for maximum local self-government with a minimum of local government units, and to prevent duplication of tax levying jurisdictions. A liberal construction shall be given to the powers of local government units.

Section 14. Local Government Agency. An agency shall be established by law in the executive branch of the state government to advise and assist local governments. It shall review their activities, collect and publish local government information, and perform other duties prescribed by law.

44 CFR 60.25 Designation, duties and responsibilities of State Coordinating

Agencies. . The Alaska Department of Commerce, Community and Economic Development's (DCCED) designation by the Governor as the NFIP State Coordinating Agency has been in existence since establishment of the community affairs agency. The DCCED has had the same person assigned as the NFIP State Coordinator since 1980.

Governor's Administrative Order 175 for coordination of State Floodplain and Erosion Management activities.

II. Five-Year vision for floodplain management in Alaska

Describe your current efforts and what you want to achieve.

Alaska Five-Year Floodplain Management Work Plan

Vision Update the State's Flood Insurance Rate Maps (FIRMs) and produce flood and erosion hazard maps for unmapped NFIP participating-communities according to the following goals from *Alaska's Map Modernization Plan* (dated August 2002)

- *Alaska's goal is to cut the average age of Alaska's flood maps in half (10.5¹ years) from 20.8 years¹;*
- *Producing digital flood hazard maps with up-to-date flood hazard data for the 15-percent highest priority areas in the state; and*
- *Develop flood hazard maps for one-half of the unmapped, floodprone communities in Alaska.*

Vision Community base maps through the DCA mapping program provides the base layer for the flood map modernization initiative for the State's communities of a population of 3,000 or less. The DCA brings together agency, regional and local funding (and other resources) so that, within five years, all communities in Alaska will have a community profile map.

Vision Develop an integrated floodplain and erosion management program. Currently no clear erosion management policies are coordinated at the federal and State level in Alaska. Vision is to integrate floodplain and erosion management.

Vision Establishment of a *Federal-State Floodplain and Erosion Mitigation Commission* to provide a coordinated management approach to the communities most threatened by flooding and erosion; provide guidance for community relocation. Establish an erosion assessment program for the most erosion prone communities/areas of the State. Integrate, where applicable, with digital flood hazard data layers.

Vision All of Alaska's Borough governments participating in the NFIP with compliant ordinances.

- Identify strengths and weaknesses of the floodplain management program in Alaska

Strength: Experienced NFIP State Coordinating Officer (SCO) (1 FTE 25 years. NFIP experience.)

Weakness: Insufficient *trained* staff to meet CAP-SSSE, Flood Mitigation Assistance (FMA) Program and Map Modernization Management Support (MMMS) program demands.

Strength: Alaska's Constitution provides for maximum local self-government. Title 29 provides broad enabling authority to boroughs, first class, home rule and 2nd class cities.

Weakness: Many local governments do not have the financial, management or political support to adequately implement floodplain management. The majority of local governments entered the NFIP with permitting authority only within mapped Special Flood Hazard Areas (SFHAs) but still lack area wide permitting, building codes or

¹ In the Alaska Map Modernization Plan (8/ 2002) average age of Alaska maps at that time was 18.8 years; this work plan has updated dates.

Alaska Five-Year Floodplain Management Work Plan

zoning. State lacks oversight authority over local floodplain management except as it pertains to State lands and State-financed development.

Weakness: Demand on SCO staff time for serious flooding and erosion threats to non-NFIP communities.

Strength: Increasing awareness with Governor's office staff, Congressional staff and FEMA of the flooding and erosion problems that can not be met in Alaska by NFIP participation.

Strength: Alaska's Constitution provides for maximum local self-government. Title 29 provides broad enabling authority to boroughs, first class, home rule and 2nd class cities.

Weakness: Many local governments do not have the financial, management or political support to adequately implement floodplain management. The majority of local governments entered the NFIP with permitting authority only within mapped Special Flood Hazard Areas (SFHAs) but still lack area wide permitting, building codes or zoning. State lacks oversight authority over local floodplain management except as it pertains to State lands and State-financed development.

III. Alaska's Strategy to improve floodplain management

- Outline the fundable floodplain management activities listed in the FY-2004 CAP-SSSE Guidance memo you will engage in to improve floodplain management (i.e., ordinance assistance, workshops and other training, CACs/CAVs, etc.).

1. Update this *5-Year Floodplain Management Work Plan* after receiving FEMA Region X input.
2. Continue CAVs ; expand CACs once MMMS position is filled and staff is trained
3. Revise State's model Ordinance as needed; continue Ordinance assistance to Fairbanks North Star Borough and Kenai Peninsula Borough and possible other communities who are updating existing NFIP ordinances.
4. Meet ordinance adoption requirements for all map modernization project communities.
5. Workshops and Training:
 - Co-sponsor a *Floodplain Dynamics Workshop* (March 2005) with Kachemak Bay Research Reserve, Homer, AK. Coastal Erosion was focus of 3/2004 Workshop); expand policymakers invited to very floodprone eastern Kenai Peninsula and Matanuska-Susitna Borough.
 - State Floodplain and Erosion Management Policy Meeting (October 29) with focus on villages most at risk and developing relocation plans (Shishmaref, Kivalina, Koyukuk).
 - Continue to provide NFIP and erosion-land management education and awareness of insurance and proper land use controls at Matanuska-Susitna Borough public meetings.

Alaska Five-Year Floodplain Management Work Plan

- Alaska Coastal Management Program (ACMP) statewide workshop (10/21-22) present hazard standard implementation with DNR, Division of Geological and Geophysical Surveys (DGGS).
- 6. Mapping Assistance. Scope study needs to convert as many Community profile base maps to digital FIRMS as funding permits; contract for services once FEMA award is received; assist with scoping Juneau coastal study; continue mapping priorities refinement. Notice other Boroughs not participating of Map Modernization initiative.
- 7. Coordination with Other State Programs and Agencies as time permits and above tasks dictate.

- List program milestones for fiscal years 2005-2009 that will demonstrate progress in meeting your State's vision and strategy

FFY05: Hire one additional staff; provide training and require new staff to pass Certified Floodplain Manager (CFM) exam within one year of hire. {Map Modernization Management Support (MMMS) funded position}

FFY05: Develop training plan for insurance agents to meet 1-hour NFIP education requirement.

FFY05-09: Community Profile Base Maps Map nearly 200 communities in Alaska in 5 years. As of this writing, DCA is on track with this base mapping program goal to:

- Map four regions (region is about 10 communities) annually for five years - (Approximately 40 community maps were under contract in FY04.)
- Provide funding of about \$1.2 million annually for five years. FEMA funding has not supported this base mapping. Where data exists, maps include a digital high water elevation and show erosion prone area.

FFY06-07: Implement insurance agent training.

FY06-07: Sponsor a State Floodplain and Erosion Management Policy Workshop. Determine if DCCED should continue to be the lead floodplain and erosion management agency. Define all agency roles, in particular: Department of Natural Resources (DNR), Division of Homeland Security & Emergency Management (DHSEM) and Department of Transportation and Public Facilities (DOTPF).

FFY07-09: Work with Denali Commission and other agencies particularly HUD, EDA and USDA, Rural Development to require contractors to document compliance by providing Elevation Certificates and erosion assessments.

FFY05-07: Annually write all Boroughs inform/educate on Map Modernization initiative and need to join the NFIP.

FFY06: Governor signs and reissues Administrative Order 175 for Floodplain and Erosion Management with directive for all State agencies to implement and enforce.

Alaska Five-Year Floodplain Management Work Plan

FFY07: (after Jan. 2007) Replace NFIP SCO (due to retirement). If position is not filled revisit and possible revise this *5-Year Floodplain Management Work Plan*.

FFY07: Reach consensus on coastal velocity flood zone projects (primarily in Juneau and Wrangell). Will map updates solve conflicts? Are there all-hazards design standards that can allow safe development to avoid avalanche hazards and coastal flooding and safe development?

FFY09: Provide an inventory (preferably web accessible) of erosion and flood susceptible structures and infrastructure (critical facilities, critical airports and roads).

FFY05: Provide inventory of school facilities located in flood hazard areas and request Department of Education verification of flood insurance. Provide flood risk school list to DOE and DHSEM to see that schools at risk have adequate safety and evacuation plans.

Identify partnerships you will pursue to gain buy-in from other State entities, and coordination with other funding sources and programs. Explain how your agency coordinates with other State agencies to ensure NFIP compliance.

Give presentations, attend meetings and continue coordination with mapping partner(s) and programs identified in *Alaska Map Modernization Plan* and *Business Plan*. An improved understanding and respect of the NFIP be gained through the map modernization effort - this will not occur without restudies and new studies.

DCCED, DCA will review with other agencies - DNR, DHS&EM, Department of Transportation & Public Facilities (DOTPF) and recommend to the Governor whether the function of NFIP State Coordinator should remain within DCCED.

Review, update and re-issue Administrative Order 175 for Floodplain and Erosion Management under the signature of Governor Murkowski.

DNR routinely limits or avoids floodplain development through State Area Plans, and Oil and Gas lease sales. Ask DNR to review field implementation of these floodplain management plan and lease sale policies.

Present floodplain management and erosion policy concerns to Rural Sub-cabinet with support of DCCED Commissioner.

The U.S. Senate Appropriations Field Hearing on Flooding and Erosion in Native Alaska Villages, held in Anchorage, June 29-30, 2004, helped to increase understanding of flood and erosion issues and the NFIP. Visits to seven communities increased understanding by U.S. Senate staff of the difficulties in implementing the NFIP in rural Alaska and the need for State and federal coordination.

Alaska Five-Year Floodplain Management Work Plan

Estimate the percentage of time your office will spend doing each of the fundable CAP-SSSE activities in FY-2005-2009. If your office does not conduct any of the below activities, please explain why. Recognize and account for any anticipated future increases for technical assistance due to Map Modernization. This section of the Plan will require close coordination with your Regional Office to determine the time percentages your office will be spending on particular activities.

TABLE A: CAP-SSSE Activities FFY05-09

CAP Tasks	FFY05 10/1/4-9/30/5	FFY06 10/1/5- 9/30/6	FFY07 10/1/6- 9/30/7	FFY08 10/1/7-9/30/8	FFY09 10/1/8-9/30/9
Developing the 5-Yr FPM Plan	1 %	1%	1%	1%	1%
Ordinance assistance	4%	9%	5%	5%	5%
CAV/CACs	15%	10%	10%	10%	10%
CIS data entry	1%	1%	1%	1%	1%
State model ordinance research	2%	0%	0%	0%	0%
Workshops and other training	10%	10%	10%	10%	10%
General technical assistance	25%	25%	25%	25%	25%
Mapping assistance	8%	20%	20%	20%	20%
Coordination w/ State/federal programs to ensure NFIP compliance	5%	9%	9%	9%	9%
Post disaster assistance	4%	Unknown	Unknown	Unknown	Unknown
FMA Program; includes flood input of All Hazard plans	10%	10%	10%	10%	10%
Admin Grant apps, reports, \$ mgmt	3%	5%	5%	3%	3%

Describe how your mix of activities could vary from year to year and any multi-year efforts you plan to undertake. For example, a State may vary their mix of activities doing more CAVs/CACs in years with less ordinance work and less CAVs/CACs in years with more maps are scheduled to become effective.

Alaska Five-Year Floodplain Management Work Plan

Mix of activities will likely vary as it has since FY03 to accommodate additional mapping requirements. The MMMS funding should allow us to meet demands of existing NFIP communities but not to expand to outreach to the many that do not participate.

IV. Needs analysis and gap assessments

- Assume current funding levels (possibly adjusted for inflation each year) for the next five years through Federal fiscal year 2009. State what your program will be able to accomplish.
- State the gap that will exist between what your state needs to accomplish and what it will not be able to do given current funding levels.

- One addition FTE is needed to take on flood-related erosion community issues and expand NFIP to the many nonparticipating communities.
- Nonparticipating Communities: DCCED will be unable to add more communities to become NFIP participants without Federal and State (legislative and executive branch) interest and action in closing the gap of nonparticipating communities that do not regulate flood hazard areas but have the authority. DCCED will continue recommending as a condition of a State declaration of emergency and State disaster assistance for flooding that a Borough or City be required to join the NFIP. These seven Boroughs are recommended for entry into the NFIP:
 - Aleutians East Borough Denali Borough Kodiak Island Borough
 - Yakutat Borough Bristol Bay Borough
 - North Slope Borough Northwest Arctic Borough
- **Tribal areas and other developed areas in the Unorganized Borough** Alaska's Title 29 planning, platting and land use authority does not extend to these areas thus making a large number of flood and erosion prone areas ineligible to join the NFIP. What effect this will have on future federal disaster assistance needs to be clarified for the State.
- Flood insurance purchase is available to an estimated 86% (537,893) of Alaska's residents who reside within a city or borough participating in the NFIP.
- An estimated 16% of the State's population (about 105,893 people) Unorganized Borough area is ineligible for federal flood insurance.

Table B: ORDINANCE ASSISTANCE PROJECTIONS

Map Mod. Study Starts	Ordinance Assistance (assumes 2 Years between study start and Ordinance)
FFY04 2	FFY05 1 (Aniak) FFY06 2 (Juneau, Anchorage)
FFY05 5	FFY07 5
FFY06 5	FFY08 5
FFY07 8	FFY09 8
FFY09 8	FFY10 8
FFY10 8	FFY11 8

Alaska Five-Year Floodplain Management Work Plan

- Also use the Multi-Hazard Implementation Plan (MHIP) when available [MHIP Not currently available](#)
- FEMA may use the gaps contained in the 5-Year Floodplain Management Work Plans to steer future funding increases.

V. Map Modernization Activities

Describe the integration and linkages with the State Map Modernization Business Plan, with emphasis on the performance measure of maps adopted by your communities. Also, state the linkage with planned restudies to foresee what communities will need ordinance assistance.

- Describe how your floodplain management program will support map modernization.
- What activities will you conduct to ensure that mapped communities will adopt the new maps by the FIRM effective date. At what stage of the mapping process will contact be made with communities.
- Outline an outreach strategy to enroll newly mapped communities.
- Please note that CAP-SSSE funds may not be used for conducting floodplain studies or developing floodplain maps.

Each Mapping Activities Statement will describe outreach process. State staff will meet with City Councils, Assemblies, and Planning Commissions to explain ordinance enrollment. State will not prioritize FEMA funded mapping unless the community joins the Emergency Program. Mapping is the carrot.

VI. Describe your system for evaluating your State's performance

- No consultation has been held with Region X on these suggested Performance Measures.

Alaska Five-Year Floodplain Management Work Plan

TABLE C: List of Performance Measures

Outcome/Output	Method of Measurement
*Maintain or improve the % of communities that adopt new maps by the FIRM effective date.	*Compare the number of communities receiving new maps with how many adopted the new maps and have compliant ordinances (i.e., how many were suspended for failure to adopt). <i>*Shared performance measure that all States will include in the Plans.</i>
**Increase the number of communities that adopt new maps prior to the 30 day letter being sent.	**Compare the number of communities from FY00-04 that received a 30-day letter, with the number in subsequent years.
Increase the number of flood prone communities enrolled in the NFIP.	Compare the number of flood prone communities enrolled in the program at the end of FY-2003 with the number in subsequent years. <i>*State mapping program has resulted in one Borough enrollment (includes 10 community maps).</i>
Increase the number of CRS communities or CRS class improvements.	Compare the number of CRS communities in FY-2004 with the number in subsequent years.
Increase the number of technical assistance contacts (CAVs and CACs).	Compare the number of CACs and closed CAVs reported in CIS and compare the number to subsequent year totals.
Numeric or percentage of repetitive loss structures mitigated.	Percent of allocated FMA funds expended in planning for or mitigation of repetitive loss structures.
Increase the number of communities adopting the IBC, Comprehensive plans, FMA and all hazard plans, and implementing digitized systems for maps, etc.	Compare the number of communities having these in FY-2004 and compare to subsequent years.
Increase floodplain management training in the State.	Compare the number of local officials, surveyors, engineers attending workshops in FY-2004 and compare to subsequent years.
Increase the percentage of certified floodplain managers (CFM) in your state by 100%.	Compare the number of CFMs in FY-2004 with the number in subsequent years.
Increase the percentage of State Floodplain Management staff that are CFMs by 50%.	Compare the number of CFMs in FY-2004 with the number in subsequent years.
Increase the number of communities that adopt and enforce higher regulatory standards.	Compare the number of communities in FY-2004 with the number in subsequent years.

Alaska Five-Year Floodplain Management Work Plan

Quantify general technical assistance calls that your office handles.	Document all general technical assistance calls in CIS (categorize the type of calls (mapping, flood insurance, etc.) and the constituent group (local govt., citizen, etc). Add to CIS quarterly.
Increase State inter-agency coordination resulting in increased floodplain management	Document the number of workshops, meeting, technical assistance visits, project reviews, etc., with other state agencies with annotations describing how these improved floodplain management.
Prepare erosion hazard assessment data base available to State and Federal agencies	Increase the number of structures properly elevated, hazard site assessments performed and site development revisions based on better map data

NOTE: The staff time to complete each of these performance reporting measures is not included on Table A: CAP Activities but may be a significant additional time.