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Multi-
INTERAGENCY AGREEMENT
FOR
NONSTRUCTURAL DAMAGE REDUCTION MEASURES
AS APPLIED TO COMMON
FLOOD DISASTER PLANNING
AND
POST-FLOOD RECOVERY PRACTICES

12/80

I. INTRODUCTION

Federal, State and local interests have expended over \$10 billion for structural measures to mitigate flood losses. Notwithstanding this effort, average annual flood losses have continued to increase. This experience has generated renewed interest in non-structural flood damage reduction measures which are usually complementary and, in some situations, necessary substitutes for structural approaches.

Since nonstructural measures frequently can be used in flood disaster recovery situations, the Director of the Office of Management and Budget (OMB), in a memorandum dated July 10, 1980, has directed that "All Federal programs that provide construction funds and long term recovery assistance must use common flood disaster planning and post-flood recovery practices." The objective of this policy is to coordinate flood disaster recovery efforts and to assure that these efforts give full consideration to nonstructural as well as structural measures to minimize flood losses to the extent practicable, and thereby reduce the flood vulnerability of riverine and coastal communities.

The Federal Emergency Management Agency (FEMA) is directed to coordinate and lead twelve key departments and agencies in the development of an interagency agreement that establishes a common policy statement and guidelines to implement the policy. The President has assigned to the Director of the Federal Emergency Management Agency the responsibility to establish Federal policies for and to coordinate all mitigation and assistance functions of Executive agencies. The Director shall represent the President in working with state and local governments and the private sector to stimulate vigorous participation in mitigation, response and recovery programs. All Executive agencies are to cooperate with and assist the Director in the performance of his functions (E.O. 12148, July 20, 1979).

The July 10, 1980 memorandum from OMB provides that:

The common flood disaster planning and post-flood recovery practices will ensure that Federal financial and technical assistance minimizes flood losses.

achieve an absolute decline in communities' average annual flood losses due to unwise flood plain use. Activities and programs to accomplish this goal shall address both future and existing development. Emphasis shall be on reserving or clearing land to ensure open floodways and coastal high hazard areas.

II. COMMON FEDERAL POLICY

In order to ensure that Federal financial and technical assistance minimizes flood losses and that future Federal expenditures for flood disaster recovery and relief will be minimized, the parties to this agreement agree to the following elements of a common Federal policy in response to flood disasters:

- A. All Federal programs that provide construction funds and long-term recovery assistance shall use common flood disaster planning and post-flood recovery practices.
- B. Wise use of the Nation's flood plain shall be an objective of this agreement and shall be encouraged.
- C. These common practices shall ensure that responses to flood disasters are prompt and effective to the fullest extent practicable and are based on evaluation and delineation of the flood and related hazards.
- D. These common practices for pre-disaster planning and post-flood recovery, including nonstructural flood damage reduction measures and flood disaster recovery activities, shall be based on and implemented in accordance with the Unified National Program for Flood Plain Management, Executive Orders 11988 and 11990, and the President's July 1978 Water Policy Initiatives, and shall be guided by the Water Resources Council's Guidelines for Implementing E.O. 11988.
- E. As provided in E.O. 11988, having determined that a proposed action is located in the base flood plain, an agency is required to identify and evaluate practicable alternatives to locating in the flood plain.
 1. Relocation of existing structures and facilities from flood hazard areas may well be an appropriate action. In either a planning initiated activity prior to a disaster (see V.A.2 and V.C.3) or as part of post-flood disaster recovery activities, structures and facilities that may be or have been adversely affected by floods shall be considered for relocation out of the flood plain in the following situations:

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2. Agreeing to have representatives participate in hazard mitigation teams to be established by the FEMA Regional Director in each of the ten Federal regions, as appropriate, to implement this agreement. These teams will involve appropriate state and local participation.

III. INTERAGENCY TASK FORCE

An Interagency Task Force for Nonstructural Flood Damage Reduction Measures and Flood Disaster Recovery is hereby established by and comprised of the parties to this agreement. This interagency task force, which operates at the Washington level, will be chaired by the FEMA representative designated to coordinate the development of the Interagency Agreement and the Handbook of Procedures for Flood Disaster Mitigation Planning as called for by the OMB Directive.

IV. RESPONSIBILITIES OF THE INTERAGENCY TASK FORCE

The task force has the following responsibilities:

A. Pre-Disaster Planning

Develop procedures in cooperation with State and local representatives, when appropriate, for pre-disaster planning to avoid future flood losses. Those procedures include:

- coordinating Federal technical assistance and other program resources;
- packaging of Federal program elements to promote the use of nonstructural measures for flood damage reduction;
- developing and disseminating information on the packages of Federal program assistance available;
- encouraging the preparation of pre-disaster plans for reducing future flood losses and encouraging wise use of flood plains;
- encouraging the development of flood forecasting and warning systems;
- providing guidance for preparation and review of post-disaster plans; and
- avoiding redundant or competitive expenditures.

a planning initiated hazard mitigation effort. An agency, in response to a request to participate in a hazard mitigation team effort in other than a Presidentially declared disaster or emergency, may reply that other program commitments preclude any involvement.

B. Composition

1. Composition of the teams shall be interagency, interdisciplinary, and intergovernmental with representation from all appropriate agencies which are party to this agreement. Appropriate State and local participation will be arranged by the team leader. Federal and State team members shall be familiar with their agency programs and will have either had experience or will receive training in flood plain management and hazard mitigation. The Federal Emergency Management Agency shall conduct a training program to assure that the teams are prepared to deal with both future disaster planning and post-flood recovery efforts.
2. Each party shall designate a representative and two alternates in each Federal region, as appropriate, to participate on hazard mitigation teams.
3. The hazard mitigation team leader in each of the ten Federal regions will be designated by the FEMA Regional Director and will be familiar with flood plain management and hazard mitigation.

C. Tasks

1. In a post-flood recovery effort, the hazard mitigation team shall prepare recommendations for actions to be taken by each agency and each non-federal level of government. Such recommendations shall be in accordance with the following principles of E.O. 11988: avoidance of flood plain unless it is the only practicable alternative; and minimization of harm to and within flood plains.
 - a. Hazard Mitigation Report - due within 15 days from the date of the disaster. This report will provide an overall framework for the hazard mitigation and disaster recovery activities conducted by the parties to this agreement including those conducted by FEMA in implementing Section 406, P.L. 93-288. The 406 surveys are to be

- Definition of agency actions including the appropriate Federal agency to lead in the implementation of the report recommendations.
- b. In extraordinary circumstances involving large scale, major disasters, the FEMA Regional Director may determine that a preliminary Hazard Mitigation Report will be submitted within 15 days. A more detailed report would be presented by the Team within 30 days from the date of the disaster.
- c. Post-Flood Recovery Progress Report - due 90 days from the date of the receipt of the Hazard Mitigation Report. This report shall be submitted to the FEMA Regional Director for comment and coordination by the designated lead agency and shall include:
- Identification of progress made in implementing the hazard mitigation report.
 - Description of problems or issues that have developed after completion of the report.
 - Recommendations for further actions.
2. The FEMA Regional Director shall bring any difficulties in the implementation of the report recommendations to the immediate attention of the Task Force Leader. The Regional Director and the Task Force Leader shall, in consultation with the appropriate agencies, together decide on the proper course of action.
3. In a pre-disaster hazard mitigation planning effort, the hazard mitigation team shall review and evaluate existing local and State plans for flood hazard mitigation and shall report its findings and recommendations concerning specific needs to:
- Assess the nature and causes of the flood risk.
 - Identify, based upon best available data: high hazard flood areas; areas within a floodway; and coastal high hazard areas.
 - Prepare a Hazard Mitigation Report to include:
Conceptual Plan.

John W. Macy Jr
Director
Federal Emergency Management Agency

December 16, 1980
Date

John Williams Acting
Secretary of Agriculture

12-16-80
Date

for Edward Lee Byrnes OASA (CW)
Secretary of the Army

December 16, 1980
Date

Robert Trippe Jr
Secretary of Commerce

December 16, 1980
Date

for Edward M. Dole ASMB, OS
Secretary of Health & Human Services

Dec 16 1980
Date

for Norman R. Golitsy, Dep'y Asst Sec.
Secretary of Education

12/16/80
Date

for Francis J. Harris
Secretary of Housing & Urban Development

16 Dec 1980
Date

Daniel Beaulieu
Secretary of Interior

12/16/80
Date

Lee C. Goodenough
Secretary of Transportation

Dec. 24, 1980
Date

Michael Castle
Administrator
Environmental Protection Agency

12/16/80
Date

Lita M. McCay Assoc. Adm
Administrator
Small Business Administration

12/16/80
Date

VA Churchill for S. David Freeman
Chairman
Tennessee Valley Authority

12-16-80
Date