

Floodplain Management Program
Five-Year Strategic Plan

Kansas Department of Agriculture
Division of Water Resources

Five-Year Floodplain Management Work Plan for Kansas

I. State Authority:

Since 1957, the State has developed extensive statutory authority for addressing flood problems, issues, and concerns. The pertinent statutes include:

K.S.A. 24-101 *et seq*. provides authorization and requirements for the organization and operation of drainage districts and levee projects. K.S.A. 24-126, 12-766 to 12-768 governs the placement of a fill or levee in the floodplain; authorizes the establishment of floodplain zones and adoption of floodplain regulations subject to state approval; and address other floodplain requirements of the National Flood Insurance Program (NFIP). The Stream Obstructions Act (K.S.A. 82a-301 *et seq*.) provides state authority for review and approval of proposed projects to change the course, current, or cross section of any stream in the state. The Watershed District Act (Article 12, of K.S.A. 24-1201 *et seq*.) establishes watershed districts to construct, operate, and maintain "works of improvement" on streams to assist in managing flood water, erosion, and sediment damages that occur in the watersheds of rivers and streams in Kansas.

The State of Kansas participation in the Federal Emergency Management Agency (FEMA) NFIP is led by the Kansas Department of Agriculture (KDA), Division of Water Resources (DWR) Water Structures Program. KDA currently has several roles in implementing floodplain management in the State of Kansas, including NFIP activities, floodplain permitting, and dam safety programs. The DWR was established in 1927 by the Kansas Legislature. It administers, enforces, or has responsibilities under 28 laws, including the Kansas Water Appropriation Act and the statutes concerning construction of dams and levees, or concerning changes to the channels of rivers and streams within the state.

Examples of activities regulated by DWR include water rights and drilling wells to supply water to crops, municipalities, and industries; constructing levees to protect farmland or urban areas from flooding; and building dams that impound more than 50 acre-feet of water for any purpose, including water supply and recreation. DWR has been designated the state coordinating agency for the NFIP. The KDA utilizes FEMA NFIP studies and mapping data for permit and approval decisions of the chief engineer. A total of 357 Kansas communities have been mapped for flood hazards as part of the NFIP.

More than 300 cities and counties in Kansas participate in the NFIP, making flood insurance available to properties at risk from flooding. Kansas statutes passed in 1970 gave cities and counties zoning authority to help reduce floodplain problems. Those statutes were significantly revised in 1991. KDA reviews and approves floodplain zoning ordinances prior to their adoption by local governing bodies, and provides technical assistance to communities to help them develop proper floodplain-related ordinances. For floodplain management, incorporated cities and unincorporated areas of counties are separate entities that must separately enact and enforce floodplain management regulations.

II. State Vision:

The strong foundation provided by our regulatory programs allows the floodplain program to effectively advocate and educate on behalf of Kansans.

In the 20th century, major flooding occurred on the Kansas River in 1903, 1951 and 1993. Flooding of the Arkansas River (1965), the Marmaton River (1986, 1998) and the Walnut River (1998) are other examples of major floods. Disastrous flash flooding occurred in the Kansas City metropolitan area in 1977 and 1998. At least one Kansas stream experiences severe flooding during an average year. Although flooding is generally confined to an area of less than 2,500 square miles, several severe floods have affected much larger areas. Three Presidential Flood Disaster Declarations have been made in Kansas in recent years. In 1993, 57 counties were declared disaster areas by FEMA. The Great Flood of 1993 resulted in nearly $286 million in flood-related damages in Kansas. Two flood disaster declarations, for separate flood events, were made in the autumn of 1998. The first declaration designated 12 counties, and the second designated 15 counties. Two counties, Douglas and Franklin, were designated in both 1998 declarations. Flooding is the number one financial disaster for the State of Kansas.

Structural and non-structural measures can be used to manage floods and reduce flood damages. Structural measures involve the construction of flood control projects such as levees, dams and channel modifications. Non-structural measures include regulation of land use in the floodplain, acquisition and removal of flood prone structures, restoration or protection of wetland areas, flood insurance, flood warning systems, and public information and education programs.

Flood mitigation in the mid-20th century concentrated on structural prevention methods. A total of 24 large federal reservoirs have been constructed in Kansas by the Corps of Engineers and the Bureau of Reclamation. Additional federal funding for watershed dams has been provided by the Natural Resources Conservation Service. The primary purpose of these reservoirs is flood control. Federally funded levees also provide structural flood protection in some areas.

In 1976, the Kansas Legislature authorized appropriation of state funds for cost-share assistance to build detention dams and/or grade stabilization structures within watershed districts. The State Conservation Commission has provided funding for watershed dams annually since 1978. Watershed works of improvement eligible for state cost-share assistance must be included in a state approved watershed general plan. Such plans have traditionally focused on structural flood control measures. Typically, the local sponsor is a watershed district, but other local entities such as drainage districts or cities can also sponsor plans. The state also provides funding for multipurpose small lakes that provide flood control and other benefits. Some cities and drainage districts have constructed levees with local and federal funds to control flood waters.

Encroachment of urban and agricultural development onto floodplains has resulted in the potential increase for flood damage. The potential for future flood damages may be reduced significantly by preventing inappropriate development from occurring in flood prone areas. Local governments may accomplish floodplain management through their land use planning and zoning authority to protect the public health, safety and welfare. Additional nonstructural flood mitigation measures include forecast and warning systems, flood proofing and evacuation, and riparian and wetland protection or restoration. Multi-objective management of flood prone areas can provide

significant benefits for recreation, water quality and wildlife habitat while reducing the risk of future flood damages. Incorporating nonstructural measures into watershed plans could further enhance the reduction of damages from floods while also providing other benefits.

Homeowners, renters and business owners in communities participating in the National Flood Insurance Program may purchase federally-backed flood insurance. Communities (counties or cities) must adopt and enforce floodplain management ordinances to be eligible to participate in the National Flood Insurance Program. These regulations apply to the one percent annual chance flood, commonly referred to as a 100-year flood or Zone A. Property owners in Zone A on the FEMA floodplain maps must purchase flood insurance if they have a federally backed loan. Flood insurance is available in a community or county that participates and is in good standing in the NFIP. Program requirements represent a minimum level of floodplain management. Communities can implement enhanced local programs to more effectively manage their floodplains and further reduce the potential for future flood damages.

III Strategy to improve floodplain management:

The following are KDA's goals, objectives, and strategies under the CAP-SSE grant:

I. Goal One: Increase public awareness of floodplain management.

Objective - Provide Education and outreach regarding the National Flood Insurance Program to community officials and the public.

Strategies - Conduct KDA/DWR floodplain management and structures workshops:

- Participate in workshops of other groups and organizations.
- Cooperate with the Kansas Department of Emergency Management (KDEM) in the development and implementation of the State Hazard Mitigation Plan.
- Use media such as the Internet and mass mailings to promote the NFIP.
- Attend regional, interstate, and national floodplain management meetings, conferences, and training opportunities.

1. Conduct twelve (12) floodplain management workshops (Develop with input from FEMA).
2. Attend general public meetings at the request of community personnel as floodplain management issues occur.
3. Develop and distribute four (4) quarterly issues of The Kansas Floodplain Management Newsletter. Total 465 subscribers (317 E-mail & 158 postage mail).
4. Participate in the Association of State Floodplain Managers (ASFPM) national conference in Biloxi, Mississippi on May 16-21, 2004.
5. Provide technical floodplain management assistance upon request to community officials, lenders, realtors, insurance agents and the general public.
6. Contact local officials of six (6) non-participating Kansas communities with FEMA identified flood hazards and encourage them to join the NFIP.

7. Assist Doniphan County, City of Elwood and City of Wathena impacted by de-certification of Missouri River Levee System Units R-471-460 built by the U.S. Army Corps of Engineers that previously provided flood control protection from the base flood, the flood having a 1% chance of being equaled or exceed in any given year (100-year flood event).

II. Goal Two: Assist Communities with compliance pursuant to rules and regulations for all activities in floodplains.

Objective - Contact floodplain administrators (FPAs) of participating communities.

Strategies - Conduct Community Assistance Contacts (CAC) and Community Assistance Visits (CAV) with floodplain administrators:

- Increase the number of communities that have adopted the current model floodplain management ordinance.
- Coordinate with the Kansas Department of Commerce and Housing relative to their responsibility to administer for the Flood Mitigation Assistance Program, prioritizing communities with repetitive flood loss structures.
- Coordinate with the KDEM for the Hazard Mitigation Grant Program, prioritizing repetitively flood-damaged structures for property acquisition.

1. Conduct thirty (30) CACs with participating communities identified as having need for technical floodplain management assistance. All CACs shall be entered into the Community Information System (CIS) database.
2. Conduct four (4) CAVs with participating communities profiled as having any of the following circumstances: a large number of repetitive loss properties, rapid growth and development, likelihood of compliance problems or interest expressed by community officials to join the Community Rating System (CRS). All CAVs shall be entered into the Community Information System (CIS) database.
3. Maintain a database of community floodplain management ordinances including ordinance type [44 CFR 60.3 (a), (b), (c), or (d)], Kansas Chief Engineer review date and the community adoption date. Community floodplain management ordinances adopted during the performance period of this grant shall be entered into the Community Information System (CIS) database.
4. Review/approve draft floodplain management ordinances submitted to the Kansas Chief Engineer by community officials as required by state statute.
5. The Kansas Attorney General's office shall review, evaluate and comment on whether or not provisions in the current state model floodplain management ordinances legally allows map revisions to be automatically adopted.

III. Goal Three: Develop new or improved flood hazard maps for communities.

Objective - Determine the one-percent annual chance flood (100-year flood), also known as the base flood that has a 1% chance of being equaled or exceeded in any given year for streams in Kansas.

Strategies –

- Contact federal agencies regarding sources of funding or programs to perform flood identification studies.
- Contact local governments regarding sources of funding or capabilities to perform portions of flood identification studies.
- Coordinate mapping activities with Cooperating Technical Partnership communities
- Develop a state management plan for mapping.

1. Coordinate existing prioritized mapping needs statewide. Provide the number of stream miles mapped and flood identification studies undertaken. Continue to monitor existing studies and report completion status to regional office.
2. Identify new mapping needs and coordinate with FEMA regional office.
3. Develop a state management plan for mapping.

IV. Goal Four: Coordinate and participate in NFIP activities following flood disasters. (Please Note: Activities pursuant to this goal may necessitate renegotiation of Output Measures under other Goals in this SOW).

Objective - Provide National Floodplain Insurance Program (NFIP) assistance at times of disaster.

Strategies - Participate in activities in the Disaster Field Office:

- Participate in necessary field activities following a flood disaster.
- Participate in the meetings and activities of the State Hazard Mitigation Team.
- Coordinate with the Kansas Division of Emergency Management (KDEM) following disasters in updating and implementing the State Hazard Mitigation Plan.

1. Assist communities during disaster operations by conducting CACs in and surrounding disaster-impacted areas.
2. Provide floodplain management workshops, provide substantial damage workshops for community officials.

V. Goal Five: Develop FEMA's State Floodplain Management Programs Strategic Plan.

Objective – Work with Region VII to develop a comprehensive floodplain management strategic plan that outlines program priorities for a five year period from FY 2005 – FY 2009.

Strategies – Identify and establish a roadmap that Kansas will follow to achieve greater NFIP floodplain management compliance at the community level and meet agreed upon performance goals:

- Complete Strategic Plan by September 30, 2004.
- FEMA's Strategic Plan should be closely linked to the FEMA Business Plan.

- Focus on floodplain management issues including eligibility, enrollment, and compliance.

1. Develop Strategic Plan with input from FEMA.

	% of Time Spent on Activity					
Activity	**FY04**	**FY05**	**FY06**	**FY07**	**FY08**	**FY09**
5-Year Plan	5	5	5	5	5	5
Ordinance Assistance	5	5	10	10	10	10
CAV/CAC	20	15	10	10	10	10
CIS Entry	5	5	5	5	5	5
State Model Ordinance	5	0	0	0	0	0
Workshops/Training	15	15	15	15	15	15
Technical Assistance	20	20	20	20	20	20
Mapping Assistance	20	30	30	30	30	30
Coordination with Others	5	5	5	5	5	5
Disaster Assistance	*	*	*	*	*	*

* Depends on occurrence of disasters

IV Needs analysis and gap assessments:

Current funding levels have produced the current NFIP participation and compliance level currently laid out for the CAP-SSSE program. As urban growth expands into previously permeable surfaces, flooding problems increase. As the NFIP program seeks more local involvement it is anticipated the workload for the CAP-SSSE position will increase in future years.

Some areas for potential growth with additional funding include the following:

- Number of communities participating in program
- Additional CAC's
- Additional workshops, CFM, building code training
- Levee de-certification coordination
- More public outreach
- Participation in CRS
- Resources for BFE determination
- Resources for LOMC

V Map modernization activities:

The State of Kansas' vision is to maintain its current role as a Coordinating Technical Partner in the Map Modernization Program. The KDA currently coordinates and communicates with other state agencies such as the Kansas Water Office, Kansas Department of Emergency Management, and Kansas Geological Survey Data Access Support Center on data-sharing requirements and on prioritizing mapping project areas. Responsibilities of KDA in Map Modernization include acquiring topography and base map information for flood studies, performing hydrologic and hydraulic analyses

(through contractors), and conducting quality assurance/quality control (QA/QC) of flood studies (through contractors). KDA will work with FEMA to help the Region meet the national performance metric for modernization of flood maps in the State of Kansas. In the future, KDA may perform activities including maintaining a Letter of Map Change library that contains base flood elevation information.

VI Evaluation of Performance

The following performance measures will be used to measure performance of Kansas's CAP-SSSE program.

1. Maintain or improve the % of communities that adopt new maps by the FIRM effective date. This is a required measure. The target percentage for all program years for this measure is 100%.
2. Increase or maintain the % of communities that adopt new maps prior to the 30 day letter being sent. This measure is adopted as a cost-saving measure for the NFIP program. The target percentage for all program years is 80%.
3. Increase the net number of the total of communities enrolled in the NFIP, enrolled in the CRS, and migrate ratings in the CRS. The number of new communities in the NFIP will correlate to new maps through Map Mod. Goal is to get at least 80% non-participating into the program, get 1 new CRS community per year.
4. Increase the number of communities that have adopted the latest state model ordinance. Goal is 20 per year.
5. Increase floodplain management training in the State. Increase by 2 % per year and expand annual conference.
6. Increase the percentage of flood prone communities that have a CFM as part of the permitting process. Goal is 5 new CFM's per year.
7. Increase the number of certified floodplain managers in your state. Goal is 2% per year.
8. Increase the number of state floodplain management staff that are CFM's. Goal is 1 new CFM per year.
9. Increase participation in State Floodplain Management Association. Goal is 5 % increase per year.
10. Increase the number of communities that adopt and enforce higher regulatory standards. Goal is 2 per year.