



US Army Corps
of Engineers

Prepared by:

NLSP Core Development Team

National Levee Safety Program (NLSP) Program Management Plan

Fiscal Year 2023

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General

The National Levee Safety Program (NLSP) program management plan (PgMP) was developed in accordance with U.S. Army Corps of Engineers (USACE) Project Management Business Process (PMBP) and Engineer Regulation (ER) 5-1-11 USACE Business Process. The NLSP PgMP establishes operational guidelines for NLSP safety activities while supporting Agency programs.

The NLSP PgMP outlines the NLSP's roles, responsibilities, purpose, scope, assumptions, tasks, products, and necessary details to achieve program requirements. The PgMP provides Program and Technical Managers guidance to manage costs, control schedules, establish a basis for future change, promote internal communications, and minimize potential risks

1. AUTHORITY AND CRITERIA

Authority and need of a national levee safety program is granted by the Water Resources Development Act (WRDA) of 2007, Pub. L. No. 110-114, 33 U.S.C, Ch. 46 (2016), Title IX, National Levee Safety Program, which provides USACE and the Federal Emergency Management Agency (FEMA) authority for various activities regarding levee safety.

The main components of the NLSP facilitate an integrated framework for managing reliable levee systems in the event of floods. This system aims to protect lives and reduce property damage by ensuring the following:

- Levee owners and governments understand the roles and responsibilities in managing flood risk and creating resilient communities.
- Levee owners have knowledge and tools to manage levee performance.
- Communities have access to clear and actionable information regarding the benefits and risks of living near levees.
- Levee owners and governmental agencies manage levees to reduce environmental impacts.
- Federal agencies support levee-related flood risk management and community resilience activities, starting with USACE and FEMA.

As the NLSP is developed, USACE and FEMA will:

- Engage in dialogue with federal, state, regional, local, and tribal governments.
- Conduct robust stakeholder engagement.
- Develop a robust set of voluntary national guidelines.
- Improve inspection and assessment capacity and tools.
- Use risk information to inform decisions about levees.
- Align federal flood risk management programs where applicable.

2. MISSION

Levee systems play a critical role in managing flood risk for the Nation. Approximately 25,000 miles of levees help reduce risk to more than 17 million people living and working behind them. Levees also protect almost \$2 trillion in property value and much of the nation's critical infrastructure.

Periodic flood events continue to shine light on the importance of levees nationwide. To support the need for a more consistent national approach for levees across the country, Congress enacted the National Levee Safety Program, 33 USC Ch. 46 (2016). This law charges USACE and FEMA with the authority to implement various activities, intended to work complementary with each other, to reduce the impacts of flooding and improve community resilience in areas behind levees.

Responsibility for levee safety is currently distributed across all levels of government (federal, state, regional, local, and tribal). These government agencies, along with levee owners and operators, work diligently to maintain levees with limited resources and under the following constraints:

- Much of the levee infrastructure throughout the country is decades old and was built without the benefit of modern engineering practices.
- Levees are designed, constructed, and managed by various entities using different processes and standards.
- Development continues to increase behind levees, increasing reliance on the levees' ability to perform.
- Increased development also exacerbates the need for evacuation, land-use, and flood risk management planning.
- Much of the public is unaware of flood risks and flood risk reduction actions.

The NLSP aims to create tools and resources to help communities behind levees reduce the impacts from flooding and increase their resilience. Specifically:

- **National Levee Safety Guidelines.** National Levee Safety Guidelines will serve as a national resource of voluntary best practices to achieve nationwide consistency for improving the reliability of levees and the resilience of communities behind levees. The guidelines are intended for use by a variety of audiences, including levee owners and operators, local officials, communities, the private sector, federal, state, regional, and tribal organizations. Primary topics in the National Levee Safety Guidelines will range from basic concepts and terminology to consistent approaches for the life of a levee. Strategies to reduce flooding impacts to people, property, and the environment, such as risk management and community engagement, will also be included.
- **National Levee Database (NLD) and Data Collection.** The goal of the NLD and data collection is to be the national resource containing the most complete and authoritative data record for all levees in the Nation which improves flood risk management by:
 - Identifying the most critical levee safety issues.
 - Understanding the true cost of maintaining levees.
 - Quantifying the Nation's flood risk exposure.

- Focusing priorities for future funding.

The NLD, found at <https://levees.sec.usace.army.mil>, serves as a dynamic, searchable inventory of information about all known levee systems in the Nation. It is a key resource for decisions and actions affecting levees. USACE will improve the information in the NLD and meet the above goals by conducting a congressionally-mandated levee review. USACE has been asked by Congress to carry out a one-time levee review intended to establish a baseline understanding of the condition and risk of levees. With more than 5,000 levees in the NLD with limited information available, USACE is working with FEMA to develop a scalable strategy that:

- Provides a comparable basic risk measure across all levees in the NLD.
 - Streamlines processes to reduce costs and burden on levee owner/operators and states during data collection.
 - Ensures states, tribes, and levee owners understand the information collected and its potential uses.
- **Integrated Levee Management.** Integrated Levee Management will align and coordinate levee safety programs across the country to ensure all levees in the Nation have adequate, consistent oversight, regardless of levee ownership. This integration is necessary to allow agencies at all levels of government to contribute to floodplain and levee management. Currently, roles and responsibilities of floodplain and levee management vary and are not well defined or coordinated. Integrated management of levees will:
 - Clarify roles and responsibilities to improve coordination and implementation of risk management. This clarification will allow governments to be more complimentary, streamlined, and effective at managing all the levees in the Nation.
 - Promote and encourage formal, state-level levee safety programs to serve as key integrators with other entities that have levee responsibilities.
 - **Implementation Support.** Implementation Support will identify and provide various types of assistance, such as financial, technical, or streamlined processes, to motivate and support participation in the NLSP.

As the program evolves, processes to continuously review the effectiveness of the program and assess the needs of users will need to be implemented. These processes will be used to improve existing program components or develop new materials or tools to achieve program objectives.

- **Stakeholder Engagement.** Robust stakeholder engagement to involve stakeholders in development of the NLSP will occur through a series of in-person, regional meetings and webinars over the next two to three years. The approach will include an emphasis on understanding specific needs of underserved communities as well as tribes.

3. CUSTOMERS AND STAKEHOLDERS

To develop the program areas, USACE and FEMA will conduct extensive engagement with those responsible for, are impacted by, or are interested in levees and related policies. The goals for stakeholder engagement include:

- Understanding the needs of the stakeholders this program is intended to support

- Providing opportunities for meaningful input to shape decisions and outcomes on program design, components, and products
- Ensuring the unique challenges of underserved communities and tribes are well understood and incorporated into solutions.

Table 1 lists stakeholders and target audiences with an interest in the development and correlated outcomes of the NLSP.

Table 1. NLSP Stakeholders and Target Audiences (sheet 1 of 4)

Administration		
<ul style="list-style-type: none"> Office of the Assistant Secretary of the Army for Civil Works (ASACW) 	<ul style="list-style-type: none"> Office of Management and Budget (OMB) 	
Congress		
<ul style="list-style-type: none"> House Energy & Water Committee House Committee on Transportation and Infrastructure 	<ul style="list-style-type: none"> Senate Committee on Energy and Natural Resources Senate Committee on Environment and Public Works 	<ul style="list-style-type: none"> Members of Congress
Federal Agencies		
<ul style="list-style-type: none"> Bureau of Indian Affairs (BIA) 	<ul style="list-style-type: none"> Bureau of Land Management 	<ul style="list-style-type: none"> Bureau of Reclamation
<ul style="list-style-type: none"> Department of the Army 	<ul style="list-style-type: none"> Department of Homeland Security (DHS) 	<ul style="list-style-type: none"> Federal Emergency Management Agency (FEMA)
<ul style="list-style-type: none"> Federal Energy Regulatory Commission (FERC) 	<ul style="list-style-type: none"> Housing and Urban Development (HUD) 	<ul style="list-style-type: none"> International Boundary Water Commission
<ul style="list-style-type: none"> National Park Service 	<ul style="list-style-type: none"> Tennessee Valley Authority (TVA) 	<ul style="list-style-type: none"> U.S. Army Corps of Engineers (USACE)
<ul style="list-style-type: none"> U.S. Environmental Protection Agency (US EPA) 	<ul style="list-style-type: none"> U.S. Department of Agriculture Natural Resources Conservation Service (USDA NRCS) 	<ul style="list-style-type: none"> U.S. Fish & Wildlife Service (USFWS)
<ul style="list-style-type: none"> U.S. Forest Service (USFS) 	<ul style="list-style-type: none"> U.S. Geological Survey (USGS) 	

Table 1. NLSP Stakeholders and Target Audiences (sheet 2 of 4)

Tribal Organizations		
▪ Affiliated Tribes of Northwest Indians	▪ Alaska Inter-Tribal Council	▪ Bureau of Indian Affairs (BIA)
▪ Columbia River Inter-Tribal Fish Commission	▪ Haudenosaunee Environmental Task Force	▪ Indigenous Environmental Network
▪ Midwest Alliance of Sovereign Tribes	▪ Midwest Tribal Aquaculture Network	▪ National Congress of American Indians
▪ National Tribal Emergency Management Council	▪ National Tribal Environmental Council	▪ Native American Fish & Wildlife Society
▪ Native American Water Association	▪ Tribal Assistance Coordination Group	▪ United South and Eastern Tribes
▪ Upper Columbia United Tribes	▪ Yukon River Inter-Tribal Watershed Council	
State Government/State Agencies		
▪ Governors	▪ State Legislators	▪ State Dam Safety Programs for 49 states and Puerto Rico (minus Alabama)
▪ State Hazard Mitigation Officers	▪ State-led Silver Jackets Teams	▪ State Departments of Transportation
▪ State Emergency Management Agencies	▪ State Natural Resource and Environmental Agencies	▪ National Governors Association
▪ National Conference of State Legislators	▪ State National Flood Insurance Program (NFIP) Coordinators	
Local Government		
▪ Mayors	▪ Town/City Councils	▪ City Managers/Engineers
▪ Emergency Managers	▪ Planning Departments	▪ Hazard Planning and Mitigation
▪ Local Levee and Drainage Districts	▪ Local Economic Development Councils	▪ Local Flood Control Agencies
▪ Local Water Management Districts	▪ National League of Cities	▪ National Association of Counties
▪ National Association of Regional Councils	▪ U.S. Conference of Mayors	
Local Population		
▪ Residents in areas behind levees	▪ Local wastewater and drinking water users	

Table 1. NLSP Stakeholders and Target Audiences (sheet 3 of 4)

Other Interest Groups and Association		
Dams		
▪ Association of State Dam Safety Officials (ASDSO)	▪ United States Society on Dams (USSD)	
Infrastructure		
▪ U.S. Levee Safety Coalition	▪ Water Infrastructure Network	
Waterways/Rivers		
▪ American Association of Port Authorities	▪ Inland Waterways Users Board	▪ Inland Rivers, Ports, and Terminals
▪ American Waterways Operators	▪ National Waterways Conference	▪ Waterways Council
▪ American Water Resources Association	▪ National Water Resources Association	▪ Riverkeeper
▪ American Rivers	▪ Association of State Wetlands Managers	▪ Interstate Council on Water Policy
▪ Western States Water Council	▪ Western Governors Association	
Engineering/Technology Associations		
▪ American Council of Engineering Companies (ACEC)	▪ American Society of Civil Engineers (ASCE)	National Society of Professional Engineers
▪ Society of American Military Engineers		
Emergency Management/Flood Risk Management		
▪ Association of State Floodplain Managers (ASFPM)	▪ Floodplain Management Association	National Association of Flood and Stormwater Management Agencies (NAFSMA)
▪ National Emergency Management Association	▪ National Flood Association	International Association of Emergency Managers
▪ Partners in Emergency Preparedness		
Others Interested in Impacts of Flooding		
▪ American Association of State Highway and Transportation Officials	▪ American Planning Association	American Public Works Association
▪ Association of Clean Water Administrators	▪ Association of State Wetlands Managers	Coastal States Organization
▪ Ducks Unlimited	▪ Environmental Council of States	Environmental Defense Fund

Table 1. NLSP Stakeholders and Target Audiences (sheet 4 of 4)

Other Interest Groups and Association		
Others Interested in Impacts of Flooding		
▪ Family Farm Alliance	▪ Heartland Institute	▪ Insurance Institute for Business and Home Safety
▪ Interstate Council on Water Policy	▪ National Academies	▪ National Association of Homebuilders
▪ National Audubon Society	▪ National League of Cities	▪ National Urban League
▪ National Wildlife Federation	▪ Natural Resources Defense Council	▪ Reinsurance Association of America
▪ Resources for the Future	▪ Sierra Club	▪ Taxpayers for Common Sense
▪ The Nature Conservancy	▪ Urban Land Institute	▪ U.S. Chamber of Commerce
▪ Institute for Diversity and Inclusion in Emergency Management	▪ Institute for Sustainable Communities	▪ National Association for Latino Community Asset Builders
▪ National Low Income Housing Coalition		

4. ORGANIZATIONAL ROLES AND RESPONSIBILITIES

1. **Headquarters, National Levee Safety Program Team.** A dedicated group of approximately 15 USACE and FEMA professionals was established to administer the NLSP (see Table 2). NLSP Team responsibilities include:
 - Plan and implement all activities related to developing the NLSP.
 - Plan and conduct all stakeholder engagement activities for the program.
 - Answer any internal and external questions about the NLSP.
 - Coordinate with various departments and experts within USACE and FEMA as needed.

Table 2. USACE/FEMA National Levee Safety Program Team

USACE/FEMA National Levee Safety Program Team	
Names	Roles
Travis Tutka (Acting), USACE David Bascom, FEMA	<ul style="list-style-type: none"> • Make final key decisions related to the NLSP on behalf of each respective agency
Tammy Conforti, USACE Suzanne Vermeer, FEMA	<ul style="list-style-type: none"> • Determine final approach of program design activities. • Ensure alignment with other overlapping USACE/FEMA programs and initiatives
Jamie McVicker, USACE Michael Sharp, USACE Noah Vroman, USACE Rachel Lopez, USACE	<ul style="list-style-type: none"> • Lead and manage development of the National Levee Safety Guidelines
Michael Bachand, USACE	<ul style="list-style-type: none"> • Lead the Integrated Levee Management and Implementation Support components of the program
Brian VanBockern, USACE Rick Hauck, USACE Michael Gonia, USACE	<ul style="list-style-type: none"> • Lead the NLD and data collection effort for the program
Jennifer Laux, USACE	<ul style="list-style-type: none"> • Lead strategic communications, including the tribal engagement plan
Holly Porter, USACE Brian LaBarre, USACE	<ul style="list-style-type: none"> • Manage schedules and funding for the program

2. **Division and District Offices.** Throughout the development of the program, the NLSP team will provide communication materials to division and districts offices, mainly through USACE Levee Safety Program Levee Safety Officers and Levee Safety Program Managers, for dissemination to stakeholders.

Division and district offices are expected to:

- Understand the basic purposes and objectives of the NLSP .
- Proactively share information provided by the NLSP team with internal and external stakeholders.
- Know where to send stakeholders for questions and additional information.
- Address specific local-level project questions.

Division and district offices are not expected to attend stakeholder engagements; however, division and district offices should understand the basics of the NLSP and encourage stakeholders to visit www.leveesafety.org for more information.

Questions about the National Flood Insurance Program should be coordinated with the appropriate FEMA regions. Questions about Risk Rating (Equity in Action) should be directed to the FEMA website at <https://www.fema.gov/flood-insurance/risk-rating>.

Due to the unique relationships with local tribes, division and district tribal liaisons may be asked to assist with or attend tribal engagements. Tribal engagements will be outlined in a separate tribal engagement plan.

3. **Public Affairs Office (PAO).** PAO handles USACE media requests. The NLSP Strategic Communications Lead, Ms. Jennifer Laux, will coordinate directly with the HQUSACE PAO to review and approve communication plans, strategies, and tactics for the NLSP. HQUSACE PAO will provide relevant programmatic information to division and district PAOs in accordance with Army Regulation 360-1, Engineer Regulation 360-1-2, and Engineer Regulation 360-1-1. PAOs should engage Ms. Jennifer Laux, regarding questions, media responses, and review and approval of communication tactics for the NLSP.

5. EXECUTION AND SCHEDULE

1. Execution

The NSLP team will develop a budget for each fiscal year (FY) based on anticipated execution of work activities. Priorities for each FY will be established and coordinated with HQUSACE during an annual programmatic budget meeting. NLSP priorities may be altered after this meeting or after subsequent discussions with HQUSACE.

Execution of activities will be measured through earned value management (EVM) methodology which compares milestone accomplishments with the expenditure of funds. Execution will be briefed by the program management team to HQUSACE on a quarterly basis. The accomplishment of milestones will be logged by team leads on a monthly basis for retrieval by the program management team.

Contracts may be procured to accomplish required activities. Existing nationwide or regional indefinite delivery/indefinite quantity contracts may be utilized at the discretion of the NLSP core development team.

2. Schedule

The NLSP schedule is divided into three phases. Phase 1 is complete. The NLSP is currently in Phase 2. The details of each phase are described below.

Phase 1: Development of the NLD to maintain an inventory of the nation’s levees including:

- Location information
- Potential consequences
- General condition.

All database information is available to appropriate federal, state, regional, tribal, and local governmental agencies and to the public as appropriate.

Phase 2: Development of a national levee safety initiative that includes the establishment of voluntary levee safety guidelines and technical assistance to states for the creation of local levee safety programs. Within Phase 2 development, the NLSP team conducts three phases of stakeholder engagement to seek feedback on the national levee safety guidelines. Figure 1 provides the schedule of stakeholder engagement.

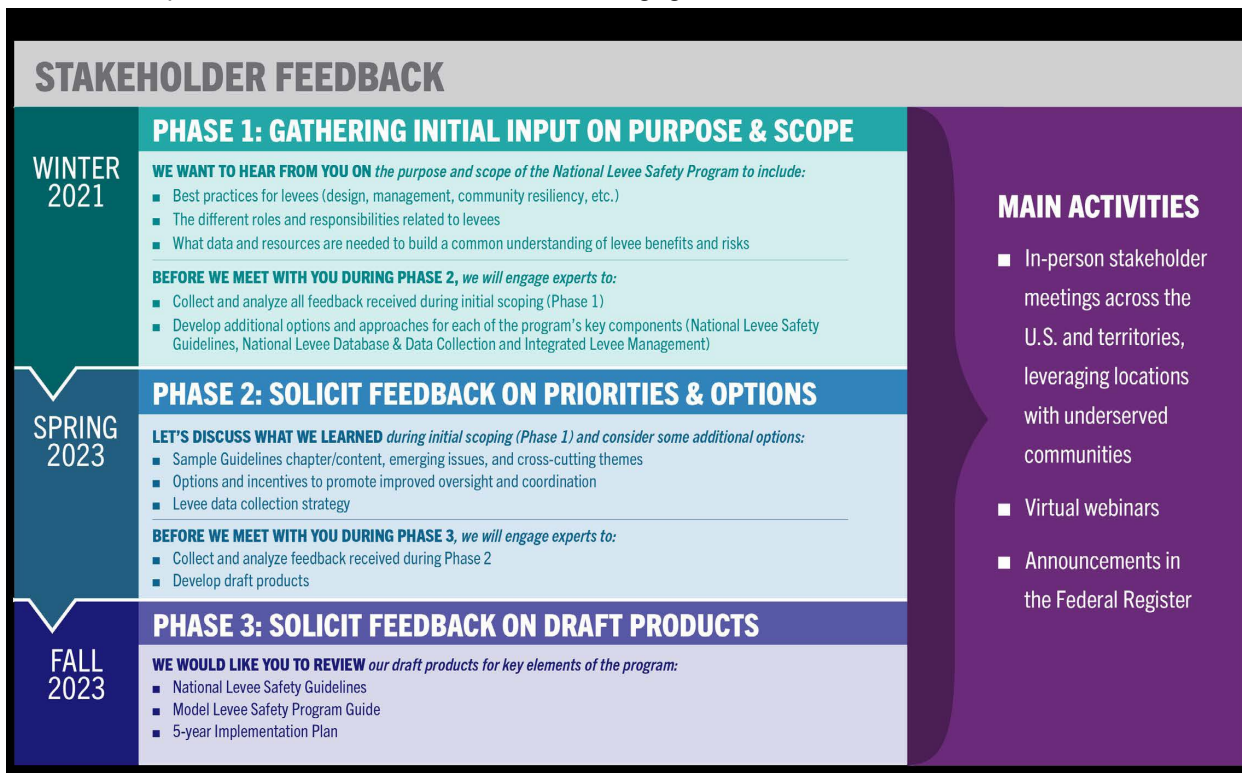


Figure 1. Stakeholder Engagement Schedule

Phase 3: Implementation of the national levee safety initiative that includes a one-time inventory and review of all levees identified in the NLD.

6. FUNDING AND FINANCIAL MANAGEMENT

The program management team will distribute funds to team members for labor and travel. Labor dollars shall be provided via cross charge labor (CCL) and travel or other miscellaneous expenses shall be provided via repositions.

NLSP team leads will submit a workplan for review by HQUSACE, the program manager (PgM), and the Risk Management Center (RMC) for anticipated annual technical assistance services. The annual workplan shall include all individual organizational codes for each team member requiring labor and travel funds, reflected for each month of the FY. This workplan will represent the estimated labor and travel for all technical team members under that activity.

Following approval of the workplans, quarterly labor and travel, and all Architectural/Engineering (AE) contract services, funding shall be formally requested by team members using the RMC funding request system.

Throughout the year, adjustments may be necessary to the workplan.

7. INFORMATION MANAGEMENT

Huddle will be the primary internal method for sharing information among all team members, including AE contractors. Documents shared with partners and external stakeholders will be uploaded to the Huddle website. NLSP data shall be managed using the following platforms throughout the duration of the initiative:

- Huddle. In-progress deliverables shared with external parties (i.e., states, tribes, owners, and operators) prior to finalization and archived in Huddle. Documents stored and shared via Huddle may include partner meeting agendas and notes, state packages, and informational program materials. Huddle may contain Controlled Unclassified Information (CUI) files and such documents should be marked appropriately.
- SharePoint and Teams. Internal NLSP communication including team meeting agendas, meeting notes, and templates or samples. Activity status and milestone accomplishments will be stored in SharePoint and Teams.
- NLD: All levee system geospatial data, including alignment, levee attributes, owner and operator names, inspections, risk assessment findings, levee system summaries, and related documents are stored in the NLD.
- RMC ProjectWise (PW): Internal NLSP monthly and quarterly Project Review Board (PRB) slides, justification sheets, and annual financials will be stored in PW.

8. PERIODIC REPORTING

The NLSP managers and the technical team will conduct periodic and routine reporting of all program activities. Periodic and routine reporting will consist of strategy and program review meetings and development of monthly and quarterly reports.

- Strategic Meetings. NLSP strategic and coordination meetings are conducted to promote consistency and coordination throughout the program. The HQUSACE Special Assistant for Levee Safety determines the

frequency of meetings and membership of those participating. The NLSP project delivery team (PDT) participates in these meetings, develops the meeting agendas in coordination with the meeting chair, disseminates meeting materials, and documents meeting results.

- **Monthly Reporting.** The NLSP develops a monthly report discussing accomplishments, next steps, issues, and concerns. The program management team develops monthly and project status reports for upper management review and provides feedback during the monthly PRB meetings. Standard reports will outline project status and provide the cost and schedule performance indices (CPI/SPI) for earned value management (EVM). Monthly reports will be provided to the RMC and HQUSACE as well as posted on the RMC PW site.
- **Upward Reporting.** Upward reporting will draw from the information management systems described. Progress towards initiative milestones will be aggregated and reported from SharePoint, Microsoft Teams, and Huddle. The core development team will assess progress towards these milestones to track EVM and manage liaison and technical team workloads. The NLD will be the primary reporting tool for progress related to inventory, inspection, and risk assessment data.

9. CHANGE MANAGEMENT

ER 1105-2-100, Planning Guidance Notebook, requirements will guide reporting of PgMP progress and financial status.

The change management plan provides the mechanism to document and incorporate changes in scope, costs, and schedule. Each NLSP team member will monitor physical and fiscal progress of all work required for completion for each project area. Changes in funds or schedule requirements will be managed in coordination with the NLSP team and PgM by reallocating funds between work activities, work elements, or subproducts as needed, given the funds are not exceeded, or the quality of the subproducts are not jeopardized.

The NLSP team will serve as the change control board. If a significant change in cost, scope, or schedule occurs, causing an impact on execution, the PgM will notify the NLSP change control board of the necessary change and the board will determine a recommended solution.

The PgMP will be updated or revised as necessary throughout the life of the project. Updates are defined as changes to the PgMP that do not substantially modify the scope, schedule, or cost of the project. Updates to the PgMP do not require formal review. Revisions to the PgMP reflect substantial changes in scope, schedule, or cost of the project and do require formal review.

10. QUALITY MANAGEMENT

Quality management maintains quality assurance and quality control processes for the NLSP. Quality management is responsible for supporting the Review Management Organization (RMO) in review-plan oversight and in assigning agency technical review team members. Quality management will maintain an effective quality management plan (QMP) for the NLSP.

11. CONFLICT RESOLUTION

In the event a conflict exists between the NLSP and other Corps entities, the HQUSACE Chief of Dam and Levee Safety will work to resolve the conflict with the other Corps entity. If the conflict cannot be resolved, the HQUSACE Chief of Engineering and Construction shall have final decision-making authority.

12. COMMUNICATION PLAN

The NLSP has a detailed communication plan that outlines the following:

1. Communication Requirements
2. Analysis of Current Situation
3. Identification of NLSP Stakeholders and Target Audiences
4. Communication Goals, Objectives, Strategies, and Tactics
5. Key Messages and Associated Talking Points
6. Frequently Asked Questions.

Signatures confirm agreement with the contents of this program management plan.

Holly Porter, National Levee Safety Program Manager

Brian LaBarre, Levee Safety Center Program Manager

Noah Vroman, Levee Safety Center Program Director