



ASSOCIATION OF STATE FLOODPLAIN MANAGERS

HISTORY OF ACTIVITIES



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Motivation for ASFPM Inception (1973 - 1977)

The Disaster Relief Act of 1973 brought new impetus and awareness of the National Flood Insurance Program (NFIP) at all levels of government. Flood insurance became mandatory for new loans or grants from federal or federally regulated institutions within identified floodplain areas. The detailed floodplain mapping program began in earnest in 1974-75. Federal agencies could not handle all the studies, so contracts were given to private consulting firms. The Region V states - Wisconsin, Minnesota, Michigan, Ohio, Indiana and Illinois - considered the mapping program to be a great boon to state and local floodplain managers as long as the study results met acceptable state standards. Dealing with several consultants working 100 + study contracts became a burden for the state coordinators and state reviews caused study delays.

The Region V states began active interstate discussions to try to deal with the study coordinative problem. The states found that the Federal Insurance Administration (FIA) was dealing with them differently depending on the individual states' pressure on FIA. A meeting was held in the Region V HUD offices in November 1976 to discuss some of the coordinative problems and new NFIP regulations.

On August 5, 1977, FIA issued a policy, without state input, dealing with technical coordination of Flood Insurance Studies with state coordinating agencies. The policy circumvented state review and approval of studies before the studies were sent to local governments which had to adopt them. States objected to this unilateral policy and indicated that if studies did not meet state approval, they would not be used for regulation in the state. This issue solidified the loose collection of Region V states and pushed the six states to form an informal association that began acting on their collective behalf.

The FIA again invited the Region V state coordinators to a meeting at the Palmer House in Chicago on October 19, 1977. The study policy was revised by FIA and other issues were addressed, demonstrating the success of an organization that evolved into ASFPM.

1977, '78 and '79 - The early years.

The Association started during this time with the Region 5 states. At the 1976 regional meeting, the states decided to have their own meeting the next year. Activities amounted to a once year meeting in Chicago as part of a regional meeting with the Federal Insurance Administration (FIA). The first Chair was Gordon Lance from Indiana, followed by Patricia Bloomgren from Minnesota and then Larry Larson from Wisconsin. There were no other officers or committees until 1981. The bulk of the activities during that period of time involved meeting with FIA officials at their annual meeting. At night, the states would meet, usually in hotel rooms, spending a lot of time talking with each other about the problems we were having with our state programs and with trying to coordinate federal programs with state and local programs. Following those meetings, the chair would send a letter to FIA outlining our concerns. We would continue to work on improving the state/federal coordination and cooperation to achieve a unified approach to flood loss reduction.

Attendees at that 1977 meeting included Jim Wright and Pat Bloomgren (MN), Gordon Lance and Bill Trakimas (IN), Pete Finke (OH), Larry Larson, Terry Hampton and Tom Muellner (WI), Jim Boulton and Dan Morgan (MI), and French Wetmore, Brad McMahon, Larry Sanders, Chuck Morris and Frank Rupp (IL).

We met in St. Paul in April of 1979 when Pat Bloomgren from Minnesota was Chair. Pat had placed an announcement in the "State Government News" (Dec. 1978) magazine indicating that the Region 5 states were getting together to discuss the problems states were having with the National Flood Insurance Program. She received a number of inquiries and a total of 15 states showed up at that meeting. To the best of our recollection, attendees included: Ed Bush, Alaska; Larry Land, Colorado; French Wetmore, Illinois; Gordon Lance, Indiana; Jack Riessen, Iowa; Margie Whilden, Maryland; Jim Boulton, Michigan; Pat Bloomgren, Minnesota; Bob Hendrix, Nebraska; Frank Dwyer, New York; Bill Hanson, North Dakota; Everett Rowland, Texas; Ed Hammersmith, Washington; Mark Riebau and Larry Larson, Wisconsin; and Norm French, Wyoming. The focus of our discussion at that time involved the mapping issues and the fact that FIA was dealing directly with locals rather than going through each state, which bypassed the opportunity to coordinate a number of state and federal programs at the local level. This also obstructed the effort to strengthen the state programs.

These early years, we planted the seeds for the first State Assistance Program (SAP). Gloria Jimenez, then Administrator of FIA, was amenable to the concept of the State Assistance Program to build state capabilities. Congress provided funding in the FY'80 budget. Gloria invited states to the first FIA/States meeting in June of 1979 in Washington. This was another meeting

where discussions between the states occurred not only during the formal sessions but at great length throughout the evening in hotel rooms. Pat was very active in letter writing campaigns with Gloria and with key Washington people to try to move federal programs in the right direction. Pat turned the Chair over to Larry Larson in 1979.

The first Association newsletter came out in July of 1979. A copy of that is attached to give you the flavor of the issues that were talked about in those days and to acquaint you with the kind of informal structure the association originally had. (Mark Riebau and Pat Bloomgren explain that well in the first newsletter.) Also attached is a list of the first Board of Directors for the Association. At that time, it was decided (at the suggestion of Jon Kusler) that we would use a structure of regional representatives that matched the federal regional boundaries. As you view that first Board list, you will find many familiar names on it. Note also that there were no official committees then.

In those days, the Association was a subcontractor to Jon Kusler on his contract with the Water Resources Council to prepare the publication "Regulation of Flood Hazard Areas, Volume III". He had already completed Volumes I and II some years earlier. Jon was particularly interested in a strong section on state programs and what should be done to strengthen them. In order to provide some seed money to the Association, he provided some funding to us in return for some work developing that report. It included an extensive survey of all the states, what they were doing and a report on the kind of actions that some were doing and others could potentially undertake. A part of that report was ultimately printed as a separate document by the Natural Hazards Center called "Strengthening State Floodplain Management Programs". I am sure most of you have seen a copy of that. If not and if you are interested, the Association still has copies. The primary authors were Pat Bloomgren and Jon Kusler with assistance from Larson.

1980

Larry Larson was reelected Chair and Larry Lang from Colorado was Vice-Chair. This was the year of our first meeting outside the midwest - in New Orleans in March. The agenda was handled by Larry Larson and Mark Riebau and the local arrangements by Regis Allison from Louisiana. Here is a quote from a newsletter summary following that meeting: "On Wednesday afternoon and Friday, states concentrated on developing position papers for presentation and held in-depth discussion on the organization of the Association. Thursday was devoted to presentations by Gloria Jimenez and Dick Krimm of FIA, along with a number of presentations by State and FIA regional people. Some of the in depth discussions dealt with how FIA would be administering the State Assistance Program with funds in the range of \$50 to \$200,000 per state.

Other key issues of discussion at the New Orleans meeting and throughout 1980 revolved around some of these issues:

Accelerated Conversion: Accelerated conversion was the process that FIA was attempting to use to eliminate a number of communities from the list of floodprone communities. Their purpose in wanting to do this was to cut down the number of communities that would need a flood insurance study. Congress was becoming impatient with the inability to complete the study effort and saw huge dollars needed for this effort. The solution was to go through an Accelerated Conversion Program where communities were to be simply converted to the program with no map and no requirements for floodplain management (but insurance would be available). We spent a great amount of time convincing people that approach was not acceptable because it did not provide the communities the necessary tool (maps) to take care of their part of the program - regulating flood hazard areas. It also would provide insurance without regulation, thereby adversely affecting the economics of the NFIP. We ultimately convinced FIA and Congress of the need to map and regulate all communities in the program. Gilbert White was instrumental in that effort too.

Another common issue at that time was the Letter of Map Amendment (LOMA), which goes to show that some issues never die. We refer to these as "chestnuts" because they seem to be forever roasting on the fire. At the New Orleans meeting, the Association developed three pages of policy statements related to FEMA; other agencies; mapping and study issues; and training/monitoring/enforcing lenders, realtors, insurance agents, and FEMA officials. I am also enclosing a copy of those three pages because I think it points out very vividly some of the issues of those days, some of the Association's accomplishments, and other issues that continue today. As a result of passing a number of these policy statements, the Association sent off a flurry of letters to the Carter Administration, many directed to Stu Eisenstat, Director of Domestic Policy in the Whitehouse. We had some meetings with Stu that year also. In addition, we were working on sending letters to the Water Resources Council, a number of people at FIA, Senator Proxmire and others in Congress, and other federal agencies.

It's also interesting to note from the March 1980 meeting in New Orleans that Jon Kusler suggested the Association start to develop a centralized repository for manuals, brochures, and information articles. The seeds of the Resource Center go back some time!

FIA hosted a fall meeting of NFIP Coordinators in Silver Springs in October of 1980. Primary FIA contacts were Dick Krimm, Gary Johnson and Jane Bullock. John Macy, FEMA Director, and Gloria addressed the group, as did Gilbert White. Our files also indicated a considerable amount of correspondence leading to the July 10, 1980 directive from the Office of Management and Budget which set up the original Hazard Mitigation Teams.

Our coordination with the Natural Hazards Center in Boulder started with Larson's attendance in 1979 when Gilbert White first asked Larry to serve on the Hazard Center's Advisory Committee. The number of letters in the file between Gilbert and Larry tie closely to that coordinated effort and demonstrates the bond that developed between our two organizations.

At that October 1980 meeting, the Association adopted a Constitution and Bylaws prepared by Bob Hendrix in Nebraska. Committees were formed (from a suggestion planted by Jon Kusler some time earlier); some of those first committees developed specific issues like mapping and engineering, training and education, regulations, coastal and so on. The Association logo was born in 1980 when a local Madison artist provided a number of examples of different logos and the current logo was selected by the Board. Although we had no budget, she was paid \$100 for the logo.

The first Board conference call was held on December 10, 1980, using the University of Wisconsin System. Costs were picked up by Wisconsin. [A few years later the University changed the system so each caller pays their own charge and Wisconsin only picks up a flat hookup charge.] In the 1980s, Margie Whilden was acting as our Washington liaison, traveling from Maryland to meetings with agencies and presenting occasional testimony for the Association.

The newsletter was published on a semi-regular basis during 1980. It continued to be developed, printed and mailed by the State of Wisconsin until well into the 1980s.

1981

This saw the beginning of the Reagan era, including the appointment of General Giuffrida as director of FEMA. It also saw the first of continuing rounds of budget cuts and attempts to slash almost anything from the budget, with the idea that states and locals would/should pick up the costs. The Association spent much of it's time fighting budget initiatives to cut the State Assistance Program, to cut the mapping effort, to eliminate the Water Resources Council, etc. This was also a period of time when the Map Information Locator System was getting up to speed. After considerable opposition, the states had just about come around to the point of supporting the map locator concept when the Reagan administration chose to kill it.

The Association met in Scottsdale, Arizona in April of 1981. About 30 states and a number of federal agencies were represented. Larry Lang handled the program and local arrangements were handled by Les Bond's predecessor, Abe Arollo and Pat Harrington from Arizona Emergency Services. A \$25 registration fee was charged. Discussion focused on the flood insurance rate increases, in addition to

attempts by FEMA to kill the constructive total loss idea that had been started by Gloria. The Water Resources Council, Corps of Engineers, Soil Conservation Service, USGS and other agencies attended the meeting.

Association business at that meeting included the reelection of Larson as Chair, Bob Hendrix from Nebraska as Vice-Chair and Margie Whilden from Maryland as Secretary-Treasurer. The first formal budget was adopted by the Board of Directors. It looked like this:

Secretarial	\$ 700
Printing & Mailing	300
Travel	3,000
Salaries, Professional Services	4,700
Conference Calls	1,000
Fund for Annual Conference	<u>300</u>
Total	\$10,000

The Association was continuing its Washington work. What monies were in the coffers were being used to provide funding to get Association Officers to Washington for meetings with FIA (although some of these original trips were paid for by FIA on invitational travel) and to testify at various hearings. Key officers were getting together at the Boulder Conference for additional meetings on organization and policies.

A number of resolutions were passed by the membership. They included these actions: 1) the Association wrote to President Reagan encouraging continuation of Executive Order 11988 on flood plain management; 2) letters to the Water Resources Council; 3) letters to the Corps of Engineers in support of their FPMS; and 4) letters to the SCS supporting their hazard studies. This was also a time of heavy activity in coastal issues, including modification to the NFIP related to coastal programs. The Association continued to have some small contracts with FEMA and others to obtain certain data from states. In between this period of time, FIA handled insurance issues and the floodplain management program of FEMA was within State and Local Programs. Lee Thomas was the Associate Director heading the Program. The Association had good coordination with Lee and his staff, meeting with him frequently. Dick Krimm was the key staff manager. FEMA sponsored another NFIP Coordinators meeting in Washington in September of 1981.

1982

The Association newsletters continued to be produced by Wisconsin during 1982 and were now becoming fairly regular on a quarterly basis. The newsletter continued to focus on exchange of information about federal and state activities and inform our membership what was happening with national water and floodplain management policy in the nation. Projects worked on by the Association during

this period of time included review of the "Design Guidelines for Flood Damage Reduction" by the American Institute of Architects and we conducted a coastal conference in Ocean City, Maryland in cooperation with Jon Kusler and FEMA. We made an effort, chaired by Ed Busch in Alaska, to reach out to other organizations to coordinate our activities of common interest.

The 1982 annual meeting was going to be in Rhode Island, and subsequently moved to Georgia. However, in the end it was held in Madison, Wisconsin because Jon Kusler was developing a conference there with ASFPM. The Association concluded that its members could not afford two trips and the 1982 Madison workshop, "Innovations in Floodplain Management - Cost Effective Approaches" became the annual meeting for the Association. This was the Association's first national technical conference. The State of Wisconsin acted as co-host. Jon Kusler developed the agenda with Larry Larson, and the Association's "annual technical conference" was born. There were about 175 attendees at that first conference; the registration fee was \$90.

The Association continued to fight to affect state and local governments' common issues. In addition, we were working with Vice President Bush and his Committee for Regulatory Reform, which was attempting to do away with unnecessary federal regulations. Our efforts were to keep the National Flood Insurance Program as one that saves money for the federal government. Dick Sanderson became a key player in FIA and the Association was working closely with him and Dick Krimm on a number of these issues.

The Association became incorporated in 1982. Larson had served 3 terms as Chair, and was asked to run again, but felt the office should move to another state in order to provide the national representation. In June of 1982, Bob Hendrix was elected Chair of the Association, Jean Brown of California was elected Vice Chair, and Margie Whilden continued as Secretary-Treasurer. In order to provide continuity and Wisconsin support, Larry Larson was appointed by the Board as Executive Director. The Association developed its first promotional/informational brochure. At the Madison Board meeting, membership fees were set at \$10 for state members and \$15 for associate members, the first dues structure of the Association. Fees were collected by Margie Whilden.

In 1982, the first state association was formed when the Arizona Floodplain Management Association held its formation meetings in October and November.

This was the year that FEMA came out with the idea to put SAP within the Comprehensive Cooperative Agreement, CCA. That continues to be an ongoing discussion also. Many, but not all, states have the SAP (now CAP) within CCA.

The Association, through Wisconsin and Michigan, conducted a survey of all states during 1982 to determine what kinds of activities were being done under SAP and the benefits of the program. The Association started putting out some publications in 1982, including working with TVA to develop "Questions and Answers on Legal Issues". That is still available today (free) and is a valid document which gets a lot of use nationally. The contract with FEMA included a task for the coastal workshop and \$6,000 for the newsletter. The net proceeds from the Madison Workshop were about \$3,000. In addition, we made about \$3,000 on the contract with the Water Resources Council to address state and local training needs. During 1982, the Chair and the Executive Director met with FIA on a quarterly basis in Washington, Madison and Lincoln. The Association responded in great detail to proposed regulations and held a number of meetings with the General Accounting Office (GAO) which was undertaking a review of the NFIP and the mapping program at the request of a number of Senators.

The Association continued to serve on a number of national advisory committees for the National Science Foundation and the National Academy of Sciences on issues like the levee policy and mitigation and research needs.

The Vice President's Task Force on Regulatory relief continued to review Executive Order 11988 and the 100 year flood standard. Both of these ended up being untouched, but a lot of letters and discussion went on to achieve that objective.

The Association participated as one of the four or five outside invitees to the Corps of Engineers' seminar on "Implementation of Non-Structural FloodPlain Management Measures." This was a meeting where a large number of Corps employees from the nation tried to figure out why non-structural measures were not being implemented, even though there was strong conceptual support for them within the Corp. As Charlie Brown says, "How can we lose so many ball games when we're all so sincere?" FEMA held another meeting of NFIP Coordinators in Washington where Lindy Boggs gave a keynote address and Gilbert White addressed the group. The western states started a concerted effort to focus on a number of arid west flooding issues, along with some of the other unique hazard areas like closed lake basin flooding.

1983

The 1983 annual meeting was held in Sacramento in April. Local arrangements were handled by Jean Brown with assistance from Tim D'Acci while program was a joint effort of Larry, Bob and Jean, with advice from Jon Kusler. A number of significant issues were discussed at that meeting. The duties of Secretary and Treasurer were split, and there was initial discussion about the need to include local representation in the Association. Elected officers

were Bob Hendrix, Chair; Jean Brown, Vice Chair, Margie Whilden, Treasurer; and Mary Fran Myers, Secretary. There was also discussion whether the Association should have a Washington D.C. office, which as usual was tied to funding. The Board approved the concept of the Executive Director contracting with someone to produce the newsletter and assist with office/administrative functions. Diane (then Brown) Watson, who had provided some assistance at the "first national conference" in Madison in 1982, began to edit the newsletter and perform other occasional functions as needed. There was also discussion at this meeting about accepting corporate memberships (an idea expressed by a number of corporations that we worked with). The corporations felt that they needed to be members in order to get approval to travel to Association meetings, but they were not necessarily interested in voting rights.

Projects this year included the coastal contract to address a number of coastal and mapping issues, continuation of the FEMA contract to provide assistance, and newsletter production. The Coastal Committee was chaired by Bob Cox at that time and the Engineering and Mapping Committee passed from Gordon Lance in Indiana to Mark Riebau in Wisconsin. It was during this period of time that ASFPM was helping other organizations get up and running, including assisting the Association of State Dam Safety Officials form their organization. We also worked with the Western States Seismic Policy Council at a meeting in Montana. The Executive Office responded to numerous requests for information and meeting presentations.

During 1983, the Louisiana Floodplain Management Association was formed. In the fall of 1983, we began to amend the ASFPM Constitution and Bylaws to allow for state chapters. The newsletter changed format during 1983. At this time, the first issue of News and Views formally emerged and was produced on a quarterly basis. This was the first year that the Association developed annual goals and objectives. The Association Board agreed to use Jon Kusler as its counsel.

The Association was working with Jon Kusler on the unique hazards study contract. The total budget for the year was \$29,000 income and \$21,000 expenditures.

Some of the key issues again focused on the authorization of the NFIP. This time there was some major effort to eliminate the funding of flood insurance studies. The Association, as usual, carried a lot of water (no pun intended) to keep that effort going. The funding for SAP was being reduced from \$4.5 million to \$3.2 million. The major law suit in Louisiana by FEMA (John Shiebel was the FEMA Attorney) for negligence at the local level was proceeding full force. There was considerable action with the National Weather Service on flood warning systems as forecast and warning was being looked at closely.

This was a period of time when the Association was getting a lot of flack for being a strong advocate for floodplain management and hard-lining our positions. A lot of internal discussion in the Association focused on the need for some group to be the strong advocates, and the Association was practically the only advocate for state and local nonstructural floodplain management. If we started out in the middle, it was hard to tell where final policies would have ended up. It was also during this period of time that amendments to the Disaster Relief Act to include hazard mitigation were being discussed (they didn't pass until 5 years later).

Another hot issue of the day was IEMS, Integrated Emergency Management System, which most of us felt was simply a way to highlight Nuke planning without calling it Nuke planning. Jack Schaefer continued to push a number of mitigation proposals, suggesting that FIA should collect 20% of the flood insurance premium and return it to the states to encourage state action to promote flood insurance sales and mitigation at the state level. He felt such a \$50 million fund would pay some big dividends. The Association was planting seeds for a system that would reward local communities for good floodplain management, (now known as CRS).

In November of 1983 the Flood Plain Management element of the NFIP was moved from state and local programs within FEMA to FIA under Jeff Bragg.

1984

In 1984, the Association annual meeting was held in Portland, Maine and hosted by the inimitable Fred Michaud. Conference proceeds were about \$2,000. Jon Kusler and Larry helped Fred develop the agenda. Jean Brown became Chair; Bill Trakimas, Vice Chair; Bob Cox, Secretary; and Dan Accurti, Treasurer. New Orleans was selected as the 1985 Conference Site (one year ahead of time). Jean announced the birth of the Goddard-White Award at the Boulder Conference with Gilbert and Jim present. The Association produced its first annual report, which provided a summary of the year's activities as well a report from each state on the major activities that took place during the past year. This was a forerunner to both the current "National Directory of Floodplain Managers", which includes Association activities and membership information, and the triennial report which gives the status of programs within all states. Bob Hendrix authored the first annual report.

The Association projects during 1984 included the unique hazard projects report and meeting in cooperation with Kusler in Palm Springs. The 1984 fall NFIP Coordinators' conference was in Washington in December.

During this year the membership categories of state, associate, agency, corporate, chapter, and student were established. Besides high risk areas study with Jon Kusler, we had the Hazard Mitigation (Section 406) model training contract with FIA. Jacki Monday and Larry Johnston worked on it along with French and Margie Whilden. This year, the Arizona Floodplain Management Association was approved as the first official State Chapter member. It was during this period of time that Jacki Monday worked on behalf of the Association in Washington on a part time basis. In August of 1984 at the EMI training session on Section 406 (now section 409) mitigation training, a lengthy Board of Directors meeting was held. As usual we stretched it over a couple evenings to ensure that people wouldn't waste their time on relaxation.

The Association developed its first formal proceedings of the annual conference. That was possible through funding Jon had on high risk areas. In addition, we developed other proceedings for special issue conferences on coastal and unique hazards. Today's proceedings of the annual conferences are now being published by the Natural Hazards Center in Boulder, mostly thanks to the use of TVA funding to the Hazard Center and support from all the other agencies who were providing assistance for proceedings. In 1984, FEMA ceased funding our newsletter.

Associate members were added to the Board of Directors: two were designated to represent the interests of all the associate members, Nick Lally and Janie Douglass. FEMA again hosted the fall NFIP Coordinators meetings in November at the Wellington Hotel in Georgetown. The bi-monthly newsletter was being sent to all of our members, which totaled about 230 at the end of 1984, as well as an additional list of key people. The Association made a strengthened effort to coordinate with other organizations such as the Coastal States Organization, the National Association of Conservation Districts, ASDSO and others.

This was also the year that John Gibson headed the mapping program. He worked with Mark Riebau on a major study nationwide called a Mapping Initiative Project (MIPS) to look at the mapping format and whether to go to rectilinear or curvilinear maps and whether to include more than one jurisdiction (county-wide) on the same map. It was almost a giant step backwards, but we managed to get a few steps forward thanks to some intense effort at a two day meeting in Washington by our members and Mark.

At the fall NFIP conference, we selected Pittsburgh for the 1986 conference, which was 18 months ahead. Also at that meeting we made a decision to select our conference 24 months ahead rather than 18.

1985

1985 was the year that the Association went through considerable internal struggle in trying to decide whether to change or keep its name. There were some people who felt that the word "state" should be taken out of the name and others who felt that it should have even a broader name. A pole of all members was taken. The end result was a majority decision of members to NOT change the name.

Issues during 1985 continued to focus on disaster relief act amendments, Federal budget cuts in a number of programs, and continuing a mapping production by FIA. The Association contracted with Mary Ellen Vollbrecht to coordinate with Federal agencies and Congressionals on a part time basis in Washington.

In 1985, travel to the Association's annual meeting was removed from the Community Assistance Program as a fundable task. We did convince FIA, however, to fund travel to the Pittsburgh conference.

The annual meeting was in New Orleans in April. Bob Cox was Conference Director and Les Bond was Program Chair. Some of the key issues discussed included FIA's insurance rates increase and FIA/ASFPM working relationship. The rate increase issue was very hot. FIA asked for 27% increase and Congress held it to 10%, indicating that the Association was a key factor in their decision. Election of officers resulted in French Wetmore as Chair, Les Bond as Vice Chair, and Cox and Accurti continuing as Secretary and Treasurer, respectively. The Corps of Engineers' 25th anniversary of the FloodPlain Management Services Program was recognized at New Orleans, although the formal ceremony and cake were presented at Pittsburgh. The Association developed and presented major awards for excellent state programs. Larry Larson was presented with the first-ever, prestigious, Goddard-White Award (created by the Board in 1984).

The Louisiana Floodplain Managers Association was accepted as our 2nd State Chapter member. The Association continued to work actively to seek continued funding for the TVA budget. During 1985, we changed our budget year from a calendar year to a fiscal year July 1 - June 30. Projects this year included a contract with the Corps for arid west, unique hazard issues and the continuation of effort on a high risk areas manual with FIA. We initiated significant coordination with EPA which started through Dick Sanderson when he was at FIA and then moved to the Office of Wetlands Protection; that relationship continues to blossom to this day. Wetlands protection and multi-objective approaches to solving problems took hold during this era.

News & Views began bi-monthly production through Watson Consulting Service (Diane Watson). French Wetmore was drafting and submitting the first cuts of the Resource Center proposal to the federal agencies for funding. Mary Ellen Vollbrecht ceased her service to

us at the end of 1985 so we acted for a while without a Washington liaison.

1986

In 1986, the annual conference was held in Pittsburgh, where the pattern was set for scheduling for our future conferences, basically a Sunday through Thursday schedule with Friday open. Dan Accurtti was Conference Director and Allan Williams was Program Chair. Mark Riebau was our first Exhibits Chair. French and Les were reelected to second terms as Chair and Vice Chair, Christy Miller, Alaska, became Secretary, and Lotwick Reese, Idaho, was elected Treasurer. Lotwick began to invest in CDs as well as savings accounts. Bill Donovan from the Corps was presented the Goddard-White award. The Corps was the major federal agency represented at this conference. At the General Membership meeting, the Association added Associate Delegates from the 10 federal regions who were granted the same voting status as each state delegate.

Wetland issues were again key factors this year. The national issues included The Corps of Engineers reestablishing its Flood Proofing Committee; Wally Wilson was appointed our liaison to this committee. Hal Duryee replaced Jeff Bragg as Administrator of FIA.

On the Washington level we replaced Mary Ellen Vollbrecht with the Council of State Governments, officed in the Hall of States. Several of the federal agencies kicked in for travel funding to get local officials to the Pittsburgh conference and to the Arid Regions Conference Jon led in Las Vegas.

In terms of our publications, the Association Executive Office began producing an upgraded annual report which required significant funding. French continued to submit proposals for funding of the National Resource Center to numerous federal agencies. During this year, we worked with the National Governors' Association to reach some common policy understanding regarding floodplain management and the role of the states. We started some preliminary discussion with the National Academy of Sciences about their proposed International Decade of Natural Hazard Reduction. We continued to work for federal budgets of the Corps of Engineers, FIA, NWS, TVA and a number of federal agencies. We added agency contact with the Federal Highway Administration, particularly on their policy to not fund bridge replacement costs that were necessary to replace a bridge larger than necessary to cause a backwater of one foot. We continued our Interagency Floodplain Management Task Force involvement.

In March of 1986, we worked with Jon Kusler on a Western High Risk conference. The Illinois Association for Floodplain and Stormwater Management became a State Chapter member in late fall.

1987

In 1987, French piggy-backed on another EMI meeting to conduct an ASFPM planning session. This led to the establishment of the Administrative Council, established to meet twice a year to provide ideas and guidance to the Chair and Board on ASFPM activities. We had the opportunity to address Congress on the FIA rate increase as well as NFIP authorization and the Disaster Relief Act.

Membership was up to about 300 at this time, with Chapter members bringing it to over 500. A number of us gathered for the fall NFIP conference at Bethesda. Gilbert White received a major award from a national organization and he donated half of that award (\$5,000) to ASFPM. The Board ultimately decided to use this to establish the Flood Hazard Fellowship Fund (a Dan Accurti initiative) to recognize and encourage achievement in the profession of floodplain management.

In June of 1987 the Association met in Seattle for the annual meeting. Ed Hammersmith was Conference Director and Mary Fran Myers was Program Chair. At the 1987 conference, exhibitors were expanded by Riebau from the first shot in Pittsburgh; exhibitors are now a significant part of our conference. Dan Accurti was elected Chair, Bob Cox, Vice Chair; Jack Riessen, Secretary; and Lotwick Reese was reelected Treasurer. A number of meetings were held in Washington with people on the Hill to discuss budgets, key policy issues, etc. A standing Conference Committee, led by Bob Cox, developed a conference manual to be used for all ASFPM conferences. The Board authorized the Executive Director to contract with Watson Consulting Service on a minimum half-time basis for administrative support and editing services.

During this year, the Association made a decision to go to a Biennial Report rather than an annual report and to dress it up to be a "coffee table" publication. We also polished our Membership Directory at this time. We produced our first two Technical Papers, done under peer review and high technical standards. The News & Views mailing list was up to about 600. The Association continued to serve on a number of national advisory committees for the National Science Foundation and other groups. By the fall of 1987, the Association promotional display was developed, using skilled staff in Illinois. An updated version is still in use today.

Significant court action during this year included national awareness of the "Taking Issue" through the First Evangelical Lutheran Church vs. Los Angeles County case, where the Supreme Court ruled that lengthy temporary moratoriums against development in floodplains could be a taking of property without just compensation to the home/landowner. ASFPM attorney Jon Kusler provided further study and review of the issue, indicating via publications offered through the Association that appropriate floodplain

management regulations could avoid taking and liability.

The Association newsletter continued to improve, adding continual focus on local activities as well as state and federal activities. September 1987 saw the birth of a new bimonthly newsletter for Association members called "The Insider". The Insider, also edited by Diane Watson, is published in odd numbered months, with News & Views published in even numbered months.

Significant Association involvement was maintained throughout 1987 with the development of the Community Rating System (CRS) by FIA. The Association had long held that local communities needed incentives for good floodplain management and FIA was now attempting to provide such a mechanism. At the same time, they continued to propose rate increases which the Association opposed. At the very end of 1987, the Upton-Jones amendment to the national flood insurance program passed. This for the first time provided benefits under the NFIP for structures subject to erosion on coastlines (as opposed to those who were subject to overland flooding). The benefit was provided without the "quid pro quo" of regulating erosion areas.

The FIA conference is now a biennial conference rather than annual and is only held in the fall every other year. It was held in Chevy Chase, MD.

1988

During 1988, one of our long term members, Mary Fran Myers, left state service after having served in North Dakota and Illinois. She moved to Boulder to be the Project Manager for the Natural Hazards Research and Information Center. This strengthened the Association's tie to Boulder even more.

One of our most rewarding events in 1988 was the culmination of years of our effort in the passage of the Disaster Relief Act. The passage of the act added a number of mitigation elements to the disaster program so the disaster victims can have the opportunity to mitigate future damages to their structures. During that same period of time, the Small Business Administration authority was also modified so that mitigation became an eligible funding activity for SBA loans following a disaster. In keeping with the mitigation mode, the Association also worked with FEMA as they developed a handbook for implementation of mitigation elements in their programs. We also worked with Shirley Laska who was researching homeowner behavior: what, when and why they do or do not undertake mitigation activities. The vast amount of the work to get Congress moving was done by French Wetmore over the whole five year span.

The National Flood Insurance Program recognized its 20th anniversary in 1988 having been authorized in 1968. The Association presented the NFIP with a plaque in tribute of its efforts in administering the NFIP. During 1988, the Association hosted an Arid West Issues conference in Las Vegas (Les Bond was Conference Director and he worked with the Arid West Committee). We also participated in a pioneer effort on multi-objective greenways that was sponsored by EPA in Washington in February. That conference was put together by Jon Kusler. The Association also hosted a floodplain/stormwater management conference in Tulsa. French was Program Chair. Our annual national conference in Nashville in May was hosted by TVA (a first to have a federal agency and not a state agency host). Les Bond was Conference Director and Bill Trakimas was Program Chair. Dan Accurti, Bob Cox and Jack Riessen were elected to their 2nd terms as Chair, Vice Chair, and Secretary, and Berry Williams was elected Treasurer. The financial books were centralized in Madison this year. The Board felt continuity was necessary as the budget became larger and more complex.

This year saw the completion of a "floodplain management policy" by the Board, which laid out how the Association believes floodplain management in the nation should be addressed.

During 1988, the Association played a key role in the initiation of two major coalitions geared to get a number of organizations like ours together in order to build off each other's ideas and goals and to promote common agenda issues. The first is the Emergency Management Coalition made up of NCEEM, NEMA, and others including the National Governor's Association. The Rivers and Coastal Roundtable is a group of organizations interested in hazard and resource issues surrounding coastal areas. This includes Coastal States Organization, National Wildlife Federation, Sierra Club, some rivers groups and others. The key person in promoting these coalitions was Dan Accurti.

Eureka! In 1988, funding was finally secured for the National Floodplain Management Resource Center, via contracts with the Corps of Engineers and FIA and support from the Illinois Association of Floodplain and Stormwater Managers and Eveready Flood Control. This shows you that French hangs on until something happens! The Goddard-White Award was presented to Jon Kusler. We began to incorporate advertising in the Membership Directory. Diane Watson was now performing a majority of the administrative functions, including membership renewal, publications (production as well as sales), mail response, etc. under Larry's direction. Funds were invested in mutual fund accounts to maximize returns on our excess revenues over cash flow.

1989

In 1989, the Association made a significant move when it opened voting membership to all individual members, not just a delegate from each state. This meant that state AND local government representatives as well as all other individual members have a vote in Association matters.

The annual conference was held in May in Scottsdale and was our first conference to break 400 in attendance. Jim Morris was Conference Director, Rebecca Hughes was Program Chair and Sue Joseff was Exhibits Chair. Elected officers were: Bob Cox, Chair; Jack Riessen, Vice Chair; Donna Hall, Secretary; and Bill Lesser, Treasurer. Actions at the Board of Directors meeting during the conference included adoption of a resolution dealing with mapping needs and acceptance of Michigan as a Chapter member. Additional conferences we co-sponsored included the multi-objective conferences in Colorado Springs and Knoxville. Policy Committee Chairs began meeting to coordinate committee activities. Membership at the end of the year was over 400 and topped 850 when Chapter members were added in. A Chapter/State Association Liaison was appointed to coordinate with them, Rich Roths from Illinois. Also, efforts were made to provide ASFPM officer presence at as many state Association meetings as possible.

This year saw the culmination of two years of membership surveys, discussions, votes and actions that resulted in a constitutional change to allow all individual members (rather than just state delegates) to have a vote, non-state members included.

A key decision was made to change our Washington liaison from the Council of State Governments to Martha Braddock. Martha works closely with the newly named Legislative Officer, Rebecca Hughes. The focus in Washington was on two key activities: 1) Reauthorization of the NFIP, where significant changes related to lender compliance and mitigation; 2) Budgets - a number of agencies' budgets/programs were subject to cuts, including the Corps' cost sharing issue, which the Association opposed. Key legislation related to wetlands, multi-objective river corridor concerns, coastal zone management and the Coastal Barriers Resources Act.

Contracts and projects this year included the Community Rating System, the Resource Center, the upcoming Floodproofing Conference in Chicago in November 1990, and alluvial fan standards.

The Board approved the use of an exclusive travel agency (Hemispheric Travel in Madison, WI) to provide service to members. Not only do all members get reduced rates, the Association receives a small rebate on each ticket issued, which adds to our income. The Board made a decision to take out a \$100,000 life insurance policy on the Executive Director at a cost of \$7,000 over 10 years. At

the end of the 10 years, there will be about \$6,500 left for the Association to draw on.

The Association achieved full non-profit status through section 501(c)(3) of the IRS Code.

The Association put on a big push for increasing national standards for floodplain management; for example, pushing for national building codes to include one foot of freeport to first floor elevation above the 100-year flood.

During the year two major disasters occurred, the Hurricane Hugo disaster in the southeastern United States, which was one of the larger hurricane disasters in recent times, and the Loma Prieta earthquake in the San Francisco area.

Our coordination with FIA this year included a considerable amount of activity working with them on which tasks will be eligible for funding under the CAP project. The biennial NFIP Coordinators' conference was in Alexandria, VA in November.

Publications distributed this year included two Technical Reports and the Floodplain Management Status Report for State and Local Programs (a professional product edited by Jacki Monday), which is now a three year publication. The Membership Directory was expanded to the "National Directory of Floodplain Managers, 1989 Edition". Monthly newsletters continued. In April, North Carolina was accepted as a Chapter member. The Board approved the concept of Topical Papers, a means to publish somewhat less complex papers on "cutting edge" topics in the flood hazard industry (bare bones production without peer review). Diane Watson now averaged 37.5 hours per week coordinating the administrative, conference and publication related aspects of the Association.

1990

In 1990, the Association annual conference was held in Asheville, North Carolina. Berry Williams and Janie Archer were Conference Directors, Tim Keptner was Program Chair, and Dan Accurti was Exhibits Chair. Bob Cox, Chair; Jack Riessen, and Bill Lesser, Treasurer were elected to 2nd terms, Jeff Klein became Secretary. For the first time, the Board meeting was held on a Saturday, since many board members came in on Saturday anyway to take advantage of super saver rates on the airlines. Because all individual members now have a vote, the Associate Directors on the Board were eliminated. The ten Regional Directors are selected from and will serve state and associate members equally. The Board accepted Texas and reaccepted Louisiana as Chapter members, which brought the number of chapters to six, thus providing two Chapter Directors on the Board. The Board also decided to look into the concept of regional chapters for those states who might be too small to form

their own Chapter. The Board passed resolutions promoting one foot of freeboard for first floor elevations, promoting the mapping of dam failure areas below dams and supporting national standards for floodplain mapping to use in Geographic Information systems (GIS).

The Association participated in the Canadian National Floodplain Management Conference in Toronto in March where over 400 people were in attendance. We co-sponsored a multi-objective meeting in Portland, Oregon, which was supported by EPA and the National Park Service. Contracts this year include continuing development and support for Phase 2 of the CRS and Phase 2 of the Resource Center. The Board voted to invest 10% of our annual income in long term planning in an effort to build funds for larger expenditures like a full time office.

This year, a new Administrator for FIA came on board when Clemance "Bud" Schauerte replaced Hal Duryee. A major issue of discussion with the NFIP was whether to provide insurance in non-regulated areas. So far that discussion has caused a lot of heat but very little light.

Legislation in the forefront included the revisions to the NFIP, with the House Committee holding six hearings on those potential revisions. Other legislation included multi-objective concerns and, of course, the usual budget items. The Coastal Program is also up for reauthorization.

The Association increased its coordination with a number of organizations this year through the Officers, Executive Director and Committee Chairs. Outreach with agencies broadened. We met with a number of agencies concerned with calculations for probable maximum flood in dam design. We also had conversations and correspondence with the Congressional Research Service on NFIP issues (they provide background to Congress).

The Goddard-White Award was given to Herm Lardieri from the Corps for his work in floodproofing. A special award of "Appreciation for Bridges Built" was presented to Hal Duryee for unparalleled leadership as Federal Insurance Administrator and for ongoing support and understanding offered to common ASFPM/FIA issues.

